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ABSTRACT

The Work, Achievement, and Values Education (WAVE) program, developed by the 70001 Training and Employment Institute, was launched in 52 schools across the country at the start of the 1989-90 school year. Thirteen of these schools were demonstration sites, receiving intensive support from 70001 for WAVE teacher training and program assistance for first-year implementation. The WAVE is a carefully designed, multicomponent program that addresses the nationally documented needs of young people in grades 9 through 12 whose circumstances dim their prospects for academic and personal success. The components of the WAVE include a 4-year sequential curriculum designed to promote positive peer group experiences and encourage student participation and involvement; teacher training and development focusing on equipping teachers to work with the innovative and interactive curriculum and multicomponent program; and a motivational component, the WAVE Career Association, which is designed to provide students with opportunities to apply key concepts from the curriculum and to develop leadership skills. This report on first-year implementation of the program at the 13 demonstration sites comprises the following sections: (1) WAVE program environments; (2) findings about WAVE students, teachers, curriculum, and program activities; (3) conclusions; (4) recommendations; and (5) summaries of site visits. Two exhibits, summary descriptions of site visits, and site visit questionnaires, are appended. (AF)

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THE INSTITUTE FOR EDUCATIONAL LEADERSHIP, INC.

FINAL REPORT

THE IMPLEMENTATION OF THE WAVE

Prepared for:

70001 Training & Employment Institute

by

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August 1990

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FIRST-YEAR IMPLEMENTATION OF THE WAVE

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EXECUTIVE SUMMARY

A Report on First-Year Implementation of The WAVE Program in Thirteen Demonstration Sites

THE WAVE PROGRAM

The 70001 Training and Employment Institute's mission is to help youth at risk of academic and social failure to change the prospects for their lives. With the development of the Work, Achievement, and Values in Education (WAVE) program, 70001, for the first time, began to serve schools with a comprehensive program to carry out its organizational mission.

The WAVE is a carefully designed program which seeks, through multiple programmatic strategies, to help at-risk young people in grades 9-12 to improve their prospects for academic and personal success. The WAVE curriculum and its interactive and supportive learning philosophy are the core of the program. Through this curriculum taught by caring teachers, WAVE students learn about the world of work and the connections between school and work in a variety of classroom and experiential activities. Students are helped to set personal goals, understand their behaviors and the consequences of negative and positive behaviors, and learn skills to help them solve problems in their lives.

70001, in developing The WAVE, recognized that what takes place in the classroom will be most successful if enforced through other activities. The WAVE Career Association component is intended to give students opportunities to develop leadership and group skills, serve their schools and communities and, most importantly, to develop a sense of belonging and being part of a larger network. The WAVE program design addresses the need for program guidance and broad support through encouraging parental involvement, establishing cross-sector WAVE Advisory Committees, and creating linkages with the community. 70001 also realized that if educational perspectives are going to be changed, teachers must be reached out to as well.

Teacher training and support are critical aspects of The WAVE. Quality professional development opportunities and the chance to be part of a network with others who share the same successes and problems are important positive reinforcements for teachers. Through these activities, The WAVE strives to alleviate the feelings of isolation and discouragement teachers often feel.

The WAVE was launched in fifty-two schools across the country at the start of the 1989-90 school year. Thirteen of these schools were demonstration sites, receiving intensive assistance from 70001. This assistance included program orientation and training in the curriculum for WAVE teachers in sessions which brought together the teachers from all the sites. School principals and/or other administrators responsible for the WAVE were invited to attend the first session in August 1989 and 70001 provided subsequent informational and development opportunities for the administrators. 70001 program specialists provided assistance through on-site visits, telephone consultation and leading the Leadership Enhancement Training Seminars (LETS) for WAVE students at each demonstration site in the fall semester.

Within the constraints of available resources, 70001 provided comprehensive assistance to the WAVE demonstration sites. WAVE teachers' assessment of 70001's assistance was unusually positive -- they only wished there could have been more.

THE ROLE OF THE INSTITUTE FOR EDUCATIONAL LEADERSHIP

The Institute for Educational Leadership (IEL), a Washington, D.C. based independent, non-profit organization, was retained by 70001 to evaluate the first-year implementation of The WAVE in the thirteen demonstration sites. This final report on the implementation of The WAVE is based upon information gathered from site visits by IE staff to each of the demonstration sites in May, 1990, as well as information collected for two interim reports to 70001 (January and April 1990). WAVE students and teachers, school administrators, non-WAVE teachers and other school staff and, where possible, parents of WAVE students and community members involved in The WAVE were interviewed at each site during the May visits.

This final report on the first year in the demonstration sites provides 70001 with information about the experience with the implementation of the program n the different school settings, draws some conclusions related to the WAVE and the future of the program and makes recommendations to assist 70001 with program refinements, implementation in new sites, and institutionalization of The WAVE.

WAVE PROGRAM ENVIRONMENTS

The thirteen WAVE demonstration sites provided diverse environments for implementing and testing the flexibility of the program. Sites included comprehensive high schools where there were no programs for at-risk students, an alternative high school, vocational/career centers

and schools where The WAVE provided a programmatic resource to already operating programs for at-risk students. The first year experiences indicate that, while the different environments for the program influenced program implementation, The WAVE can be a comprehensive program, a curriculum resource, or an important programmatic resource which strengthens exiting programs for at-risk students. The first-year demonstration sites are:

Palm Beach Lakes Community High School *WAVE Affiliation: Cities in Schools*	West Palm Beach Florida
Bunche Career Center *WAVE Affiliation: JTPA*	Jefferson Parish, Louisiana
Lincoln Career Center *WAVE Affiliation: JTPA*	Jefferson Parish, Louisiana
Northern High School *WAVE Affiliation: Futures*	Baltimore, Maryland
Paducah Tilghman High School	Paducah, Kentucky
Alpena High School	Paducah, Kentucky
Greece Olympia High School	Rochester, New York
Prospect Heights High School	Brooklyn, New York
East Central High School	Tulsa, Oklahoma
Frayser High School	Memphis, Tennessee
Scott High School *WAVE Affiliation: JTPA*	Huntsville, Tennessee
Mountain High School *Alternative School*	Kaysville, Utah
Grafton High School	Grafton, West Virginia

FINDINGS FROM THE DEMONSTRATION SITES

The WAVE demonstrated in its first year that participation in the program results in positive changes in attitudes, behaviors and academic achievement for the majority of students who are in The WAVE. Some student improvements were dramatic (making the honor roll, perfect attendance, staying in school after deciding to dropout). For the majority of students, the positive changes were perhaps more subtle, but nevertheless major successes for these students. These achievements include developing a more positive sense of self, understanding (for the

first time) the relationship between school and adult success, setting some personal goals, and decreasing their sense of isolation from adults and their peers.

Perhaps even more important then IEL's assessment that the WAVE demonstrated its potential and caused positive changes in the majority of participating students, is the assessment of the sites themselves. The WAVE is generally considered successful among WAVE teachers and students at the demonstration sites. Eleven of the demonstration sites are continuing the WAVE in the 1990-91 school year. In two sites funding was not available to continue The WAVE, but the program was viewed positively by the WAVE teachers and students.

WAVE Students

The majority of students interviewed in the sites expressed positive reactions to the WAVE program and were able to discuss differences in themselves after the first year. In various enrollment patterns across the sites, The WAVE was used with 9th, 10th, 11th and 12th grade students. The majority of students were referred to, or scheduled into, The WAVE. On three sites, there was some student self-selection into the program. The different methods for student selection resulted in a wide range of abilities, academic achievement, economic backgrounds and personal motivation among students across the sites and within the WAVE classes.

Students cited improvement in academic achievement, strengthened sense of self-confidence, and clarification of personal goals among the benefits of the program. Characteristics of the WAVE most often cited as reasons students were positive about the program included caring teachers, the supportive WAVE class atmosphere, small class size, positive peer-group experiences, being part of a national program, and learning how to set goals and solve problems. WAVE students in several demonstration sites were actively "selling" the program to their peers whom the students felt would benefit from the WAVE.

The demonstration sites experienced very good student retention in the WAVE. We could find no instance where a student's dropping the program was caused by unhappiness with The WAVE. Students who withdrew, but who stayed in school, cited scheduling problems and their need for required courses for graduation as their reasons for withdrawing.

The Role of the WAVE Teacher

The WAVE teacher, as would be expected, proved to be the pivotal factor in how the program was implemented and perceived in the demonstration sites. The WAVE teachers felt and exhibited varying degrees of competency in implementing a multi-component program, but all the teachers were enthusiastic and cared about the WAVE students. In essence, The WAVE provided the tools to these teachers who were already convinced that without comprehensive interventions, most of these students simply would not make it in their high schools. Most WAVE teachers said that as a result of working with The WAVE, they had become better teachers.

WAVE teachers came from diverse teaching and experience backgrounds which affected, to some extent, how and with what degree of comfort they implemented The WAVE. Most sites did not engage in a broad WAVE teacher recruitment and selection process but rather recruited within the school which would host the WAVE, or designated a particular teacher in the school. Teachers, without exception, said that without the 70001 training and assistance throughout the year, they would not have enjoyed the success they did with The WAVE. The first year of the WAVE was challenging, and going forward toward the excellence these teachers want for the program remains a challenge.

The WAVE Curriculum

Teachers and school administrators were very positive about the WAVE curriculum and the scope of learning and experiential needs of these students that the curriculum addresses. Many teachers said it gave them the resource to reach these students, and helped them (the teachers) to teach more effectively and try new teaching methodologies.

Students had very positive responses to their WAVE classes which, we believe, are attributable to the atmosphere and small size of the classes, the interactive teaching, and the peer support which developed within the classes, as well as to the curriculum content.

The first year of use for a new curriculum is a one of the last development steps. 70001 sought input from the WAVE teachers about their experiences with the curriculum, and 70001 has been responsive to constructive suggestions for the refinement of the curriculum. The only aspect of the curriculum which elicited a fair number of negative comments from WAVE teachers and students is the amount of writing students are assigned. However, the writing component is a great strength of the curriculum, and particularly important for developing

the thinking and writing skills for WAVE students who, generally, have been/are in academic tracks or classes which demand little writing from these students.

Program Activities

The WAVE program design incorporates structured opportunities for leadership development and school and community service in the WAVE Career Association, and encourages parental involvement and strong linkages with employers and the broader community.

In some sites where the WAVE was introduced as a complementary resource to existing programs, e.g., Cities in Schools, the New Futures Program or in an alternative high school, some of the non-curriculum WAVE components were in place, such as cross-sector advisory committees, linkages with employers, parental involvement activities, and extra-curricular activities for students.

In the majority of the demonstration sites, however, the WAVE teachers were faced with the expectation for simultaneous introduction of a new curriculum, a WAVE Career Association and development of outreach activities to involve parents and the community. The demonstration sites varied in their ability to develop all programmatic components during the first year, and, in fact, 70001 did modify expectations during the first year. However, many WAVE teachers expressed some anxiety because they had not fully implemented all components of the program.

CONCLUSIONS

The WAVE has demonstrated its rich potential as a comprehensive program continuing to help students at risk of failure to enhance their possibilities for school success. 70001 has solid first year results to move forward with the program. However, integrating proven demonstration programs and/or program concepts and methodologies into the structure of the education program in a school is the greatest challenge faced by demonstration programs.

No person interviewed throughout the year, including persons in two of the demonstration sites who had reservations about the overall progress of WAVE students at their sites, questioned the need for The WAVE to improve social and educational outcomes for the targeted student population. And, even more importantly, the majority of school staff interviewed in the demonstration sites noted positive changes in attitude or educational achievement, among WAVE students in the first year of the program.

The challenge facing 70001 in the institutionalization of the program does not stem from an assessment of the merits of the program design nor from the experience of in the first demonstration year. The challenge is in the complex problems inherent in attempting to effect change in schools.

U.S. elementary and secondary education has a weak history of institutionalization of successful demonstration programs or of promising components of these programs in schools. The reasons are complex and result both from the institution of schools and the behaviors of those external to the schools investing in and hoping to be a catalyst for change and improvement. Some specific generic problems are presented below for consideration by 70001 and funders of the program. Some strategies to assist in assuring the future of The WAVE are presented in the Recommendations section of the report.

Continuation of Funding for Demonstration Programs

All demonstration programs dependent on special funding or a combination of general revenue support and special funds are vulnerable to losing their funding. Demonstration programs tend to suffer from the absence of articulated messages which explain the program in terms of the basic mission of a school and make clear the potential for longer term impact to help meet school district/school objectives. Demonstration programs rarely have a "political" base of support in their early years. School and district administrators and school boards are pulled in many different directions over the allocation of funds once outside funding is decreased or eliminated.

Two demonstration schools, Paducah Tilghman High School and Mountain High School, are not continuing the program in 1990-91 school year. The WAVE teachers and principals, as well as the students in these schools were very positive about The WAVE, but the program fell victim to the common practice of cutting back on what is perceived as a special or additional program and which therefore can be cut to spare the "real school program."

Demonstration programs most apt to generate continuation with general revenue funding are those which have well-informed and committed internal school district and school constituencies, as well as an articulate external support base.

The Phenomenon of the Special Program

Comprehensive demonstration programs, such as The WAVE, generally serve a limited number of students and are perceived as "add ons." The programs do not have an impact as a major presence in a school. Few school staff are directly involved and, therefore, do not see themselves in any relationship to these programs. The translation of these programs into the basic mission of schools rarely occurs.

As would be expected, the seeds of such institutionalization problems are in the WAVE demonstration schools. Generally, there was minimal knowledge about the program among school staff except for the supervising administrators and counselors who also served WAVE students.

Administrators and/or counselors in some sites stated that all students could benefit from some elements of The WAVE. However, we did not find any site where the administration had developed or was planning a formal strategy to help school staff understand how concepts and/or program elements of The WAVE were related to the totality of the school.

Organizational Change

School administrators and teachers are not trained in organizational change. Reorganization of programs, staff and teaching is foreign to expected and historically rewarded behaviors. In addition, schools are subject to myriad and sometimes conflicting streams of regulations and policies which school staff feel powerless to change. And, finally, schools operate within bureaucracies which by their very nature inhibit change.

The majority of school staff interviewed in the demonstration sites recognized that for students enrolled in The WAVE, and additional students who could not be accommodated in the first year, school success, retention to graduation, and a positive transition to either work and/or additional education and/or training is problematic. However, and not surprisingly, the implications of basic changes in the structure of teaching and learning, such as are incorporated in The WAVE, for broad institutionalization in the schools are not yet generally recognized, articulated, or accepted. Problems of organizational change will affect the expansion of The WAVE to additional students in current grade levels in The WAVE and the possibility for student participation in The WAVE through the full grade 9-12 program sequence.

School District and Internal School Communication

Few school districts or schools pay adequate attention to effective communications, either internally or with external constituents. Well defined objectives and methods for communications tend to be lacking. Most school districts and schools rely on newsletters, bulletin board notices, a memo placed in staff mail boxes, as well as a "need to know" criterion for communication. There is little evidence in schools of targeting information according to audiences and anticipating how information will be translated.

These general characteristics of communications are true in The WAVE's demonstrations sites. Findings from the site visits, as well as responses of teachers and administrators during earlier periods of information gathering, indicate that knowledge about The WAVE in the demonstration schools is not widespread and school-wide communications about the program have received minimal attention.

Insufficient Time and attention for Long-Term Institutionalization

Demonstration programs require time to prove themselves sufficiently to become truly institutionalized. By their very nature, demonstration programs demand careful and nurturing support over sufficient time to demonstrate their potential. And, very importantly, these programs need adequate funding not just to get started but also to over come the challenges discussed above, along with others, that face demonstration programs. Usually, funders of demonstration programs commit to 1-2 years, sometimes three years, gradually diminishing support over the funding period.

The WAVE is at the first critical juncture for demonstration programs and needs sufficient commitment of funders over the next three to four years for 70001 to develop and support institutionalization strategies for the demonstration sites and to incorporate these strategies into the implementation of The WAVE as the program expands to additional schools.

RECOMMENDATIONS

The first year was a strong beginning for The WAVE in the demonstration sites. The first year also produced some implementation problems, and identified some needs for program refinements and for strategies to sustain The WAVE in its present sites.

Recommendations to 70001 are presented in two categories. The first set of recommendations derives from IEL's summary and analysis of constructive suggestions from the demonstration sites themselves. The second set of recommendations derives from an analysis of IEL's cross-site observations about the implementation of The WAVE. The following summary highlights some of the recommendations made in the body of this report.

Recommendations from The WAVE Demonstration Sites

WAVE Teachers were very forthcoming about their need for additional assistance in implementing and managing a multi-component program. Many WAVE teachers expressed some frustration about their lack of specific skills or useful experience for developing some of the program components of The WAVE (developing an advisory committee, creating linkages with employers and community groups, establishing the Career association, and marketing The WAVE). IEL recommends devoting more time in the first WAVE teacher training session in order to determine in what areas individual WAVE teachers feel uncertain about implementing various program components. 70001 could, if resources allow, provide development opportunities in these areas, or develop suggested on-site assistance from the schools and/or school districts. 70001 might develop a "WAVE Program Task Analysis" which would help teachers structure the development of program activities and understand the types of skills called for in the tasks.

Curriculum and Program components

The first year implementation of The WAVE curriculum as with any new curriculum, was the real field test and a phase of curriculum refinement. Students were positive in their responses to the curriculum, and teachers found it to be the most "accessible" of The WAVE's program components. Teachers did recommend that 70001 expand the suggested activities and add to the curriculum, particularly to make it more challenging for some students.

IEL recommends that 70001 clarify expectation that the WAVE teachers are to augment the national curriculum and that 70001 provide some additional guidance to teachers (optional activities etc.) in the use of the curriculum.

Recommendations derived from IEL's Analysis of Cross-Site Observations.

Program Implementation

Although the first-year implementation of The WAVE progressed relatively smoothly, WAVE teachers did express feelings of frustration or inadequacy when measuring themselves against what they believed was expected of them the first year. IEL recommends realistic first-year benchmarks be established and made explicit to WAVE teachers, school principals, and other school administrators involved with the program. 70001 should also reinforce its expectations of school administrators for assisting The WAVE teacher and for helping with the implementation of the program. Administrators should be encouraged to create a problem-anticipating and problem-solving climate to help WAVE teachers, particularly where a teacher lacks certain skills or experience and needs assistance. Additionally, IEL suggests that 70001 be very clear with school administrators about expectations for initial and continual school-wide communication about The WAVE and about providing communications/public relations assistance to The WAVE teacher.

WAVE Teacher Selection and Training

Although teacher recruitment and selection are primarily determined by school district policy, collective bargaining contracts and state certification requirements, there are areas in which 70001 can make suggestions. 70001 might consider urging recruitment efforts that reach throughout a school district and beyond for school districts staring The WAVE, as well as for those schools where The WAVE is adding classes. IEL recommends that 70001 outline suggested selection procedures and urge school district use of the program implementation "task analysis" already recommended when talking with potential WAVE teachers. IEL also recommends incorporating more problem-solving strategies into the WAVE teacher training as well as into the technical assistance provided throughout the first year.

Institutionalization

There are some steps which 70001 can take to help schools institutionalize The WAVE. Support for a demonstration program and understanding how it is relative to a school's mission, and an individual's role within a school begins with effective communications which anticipate what kind of information is needed and how it should be presented. IEL recommends that 70001 develop guidelines for a communications strategy and model materials for use by the

principal and/or other appropriate school administrators and WAVE teachers. IEL also recommends that 70001 incorporate assistance in developing formal and informal communication skills in the WAVE teacher training.

Developing a broad base of support and ownership of new programs among external constituencies is important. IEL recommends that 70001 increase attention in the WAVE teacher training and technical assistance on building community linkages and developing public relations strategies for The WAVE.

Ultimately, successful institutionalization occurs when individuals in an organization feel a sense of ownership of a new program or change. IEL recommends developing some strategies that will help to foster school-wide ownership of The WAVE. Establishing a mentoring program among school staff for WAVE students encouraging principals to identify expertise among school staff to assist with The WAVE would help to create a sense of program ownership.

FIRST-YEAR IMPLEMENTATION OF THE WAVE

INTRODUCTION

The WAVE Program

The Work, Achievement, and Values in Education (WAVE) program developed by the 70001 Training and Employment Institute was launched in fifty-two schools across the country at the start of the 1989-90 school year. Thirteen of these schools were demonstration sites, receiving intensive support from 70001 for WAVE teacher training and program assistance for first-year implementation.

The WAVE is a carefully designed, multi-component program which addresses nationally documented needs of young people in grades 9-12 whose circumstances dim their prospects for academic and personal success. These are the teenagers most likely to leave school prior to high school graduation and have minimal academic skills if they do graduate, and who will enter the work force (or try to enter the work force) without any preparation other than what they receive in their high schools. The components of The WAVE include a four-year sequential grade 9-12 curriculum which is designed to promote positive peer group experiences and encourage student participation and involvement, teacher training and development which focuses on equipping teachers to work with the innovative and interactive curriculum and multi-component program, and a motivational component, the WAVE Career Association, which is designed to provide students with opportunities to apply many of the key concepts within the curriculum and opportunities to develop leadership skills. The WAVE also incorporates a community involvement component through the program advisory committee, and actively promotes parental involvement in the education of their children.

Services Provided by 70001 to the Demonstration Sites

A full range of services during the first year was made available to demonstration sites by 70001. These services included orientation to The WAVE for teachers and administrators, The Leadership Enhancement Training Seminars (LETS) for WAVE students at each demonstration site, training for teachers in The WAVE curriculum, and technical assistance throughout the school year, including visits to each site by 70001 program specialists. WAVE teacher training, which consisted of an orientation prior to the beginning of The WAVE implementation and additional training programs during the school year, was designed to familiarize teachers with the curriculum and equip them with classroom management skills

appropriate for working with at-risk students. The national training programs also provided opportunities for WAVE teachers to meet other WAVE teachers, and to learn from one another.

Each WAVE demonstration site was assigned a program specialist who acted as the link between the demonstration site and 70001. In addition to conducting the LETS (a two-day highly interactive leadership development program for selected WAVE students) at each demonstration site, the program specialist provided on-site and telephone consultation to WAVE teachers throughout the school year.

The Evaluation of the First Year of the WAVE Implementation

The Institute for Educational Leadership (IEL) was retained by 70001 to evaluate the first year implementation of The WAVE program in the thirteen demonstration sites. Two previous interim progress reports (January and April 1990) were submitted to 70001 following written surveys and telephone interviews with WAVE teachers, demonstration site administrators, and 70001 program specialists. This final report on the implementation of The WAVE is based upon information gathered from site visits by IEL staff to each of the demonstration sites in May, 1990. WAVE students and teachers, administrators, non-WAVE teachers and other school staff and, where possible, parents of WAVE students and community members involved in The WAVE were interviewed at each site. Sample interview questionnaires are attached in Exhibit 2. This report also draws upon the data provided in the two preceding progress reports. This final report provides 70001 with findings about the experiences with implementation of The Wave, and makes recommendations to assist with program refinements, implementation in new sites, and institutionalization of The WAVE.

Every effort was made to gather comprehensive information from the sites that would enable IEL to provide 70001 and other interested parties with documentation of the experiences with first year implementation of The WAVE in the demonstration sites. The written questionnaires and telephone interviews used during the school year and personal interviews conducted during the site visits produced the information on which the analysis of this report is based. It is important to point out, however, that this report is written without definitive outcome data or test score results. Therefore, this report presents an informed discussion of the first year implementation of The WAVE without being a quantitative analysis of the effects of The WAVE on at-risk youth. Long-term results will need to be examined to validate observed attitudinal and behavioral changes of students; continual academic progress needs longer term validation.

Contents of this Report

This report is organized in the following manner:
The **Introduction** provides information about the 70001 Training and Employment Institute's WAVE program , the support services provided to the thirteen WAVE demonstration sites by 70001, and the purpose and process of the Institute for Educational Leadership's (IEL) evaluation of the first-year implementation of The WAVE.

Part I. of this report describes the different school environments in which The WAVE was implemented in the thirteen demonstration sites.

Part II. presents what IEL found in its assessment of the implementation. These findings are organized in four sections: The WAVE Students in the demonstration sites, The WAVE Teacher, The WAVE Curriculum and WAVE Program Activities.

Part III. presents IEL's conclusions about the first year of The WAVE in the demonstration sites. This section discusses institutionalization issues which may affect the continuation and expansion of The WAVE in the future.

Part IV. presents IEL's recommendations to 70001. These are divided into two categories: Summary Recommendations derived from suggestions across the demonstration sites themselves and cross-site recommendations derived from IEL's observations.

Part V. provides summaries of site visit reports for each demonstration site.

I. WAVE PROGRAM ENVIRONMENTS

Overview of the Demonstration Sites

The WAVE was implemented in 52 different schools in 14 states nationwide in the 1989-90 school year. Of this number, thirteen schools in ten states were selected as demonstration sites. These sites represent a diverse cross-section of schools, and provide different settings for the implementation of The WAVE. The different site environments, which influenced the implementation of the program at the host schools, are briefly described below in order to provide a context for the broader discussion of program components which follows in Section II. of this report.

The WAVE was implemented in ten traditional, comprehensive four-year high schools in urban, suburban, and rural communities, at one alternative high school, and at two vocational/career education centers. In addition, at five of the comprehensive high school sites, The WAVE was linked to other programs. The first-year WAVE demonstration sites are:

Palm Beach Lakes Community High School *WAVE Affiliation: Cities in Schools*	West Palm Beach, Florida
Bunche Career Center *WAVE Affiliation: JTPA*	Jefferson Parish, Louisiana
Lincoln Career Center *WAVE Affiliation: JTPA*	Jefferson Parish, Louisiana
Northern High School *WAVE Affiliation: Futures*	Baltimore, Maryland
Paducah Tilghman High School	Paducah, Kentucky
Alpena High School	Alpena, Michigan
Greece Olympia High School	Rochester, New York
Prospect Heights High School	Brooklyn, New York
East Central High School	Tulsa, Oklahoma
Frayser High School	Memphis, Tennessee
Scott High School *WAVE Affiliation: JTPA*	Huntsville, Tennessee
Mountain High School *Alternative School*	Kaysville, Utah
Grafton High School	Grafton, West Virginia

The Different Uses of The WAVE

One of the strengths of The WAVE design is the program's flexibility, which allows it to be integrated in a wide variety of settings, and adapted to the needs of students in many school and program environments. The first year experiences indicate that The WAVE can either be implemented as a comprehensive stand alone program in a school, meeting a variety of needs of at-risk students, or used as an important curricular resource in conjunction with existing programs. The categories described below are imperfect to say the least, and frequently overlap, but may be of assistance in understanding the conditions under which The WAVE was implemented.

The WAVE As A Comprehensive Program: Teachers and administrators at many sites had spent considerable time and resources studying the needs of at-risk students in their schools, concluding that a comprehensive program which focused on academic and attitudinal improvement along with job preparation would best address the needs of their students. These sites introduced The WAVE in order to provide their students with multiple opportunities for success. At these sites, The WAVE was not linked to any other activity or program for at-risk students, and each site sought to implement all of the elements of The WAVE. Greece Olympia High School is an example of a site which implemented The WAVE as a comprehensive program. In addition to the WAVE classes, the teacher had made significant progress in developing an active Career Association. Parental involvement was strong, and plans were being made to develop further the initial efforts to involve the community.

The first-year implementation of The WAVE as a comprehensive program model for meeting the needs of at-risk students indicates that students respond well to the program. Assessment of initial experiences at the demonstration sites indicated observable improvement among many students in all key performance areas. During the site interview, one teacher, who "loves" being a WAVE teacher, commented with pride on the great progress of all of her students. She boasted that, "Five students made the honor roll." Not surprisingly, she said, this academic success was accompanied by increased attendance, improved self-esteem, and a clearer definition of personal as well as career goals.

The WAVE As A Curricular Resource: One of the sites, Mountain High School, Utah, is an alternative school where all of the students are identified as being "at-risk." Many elements critical to the success of programs for at-risk students were already in place: Classes were

small and close student-teacher relationships were an integral component of the school's mission. These sites viewed The WAVE as an important (and missing) curricular resource, able to make a unique contribution to meeting the needs of at-risk students. At Mountain High, teachers all commented that the WAVE curriculum filled a gap in their efforts to meet their students' needs by providing a substantive focus to the home-room classes. Constraints in the nature of an alternative site made implementation of some of the other WAVE programmatic components difficult (e.g., the Career Association). However, teachers, administrators, and students expressed great satisfaction with the contributions of The WAVE, and WAVE teachers displayed great creativity in developing community involvement activities for their students which could be implemented within the context of an alternative school.

The WAVE Linked with Other Programs: Links with other programs were programmatic, funding related, or both. Some demonstration schools had already established strong ties with local, state, or federal programs designed to meet the needs of at-risk students (e.g. Palm Beach Lakes High School, Northern High School). Where an existing program or structure was already in place, the introduction of The WAVE into the school was frequently influenced by the requirements and specifications of each sponsoring program. In many cases, the in-place program was the funding source for The WAVE and, in such instances, student eligibility requirements and occasional policies governing programmatic activities were subject to the requirements of the funding source or organization. The WAVE was introduced into these sites because of its ability to fill gaps in the existing programs.

Although WAVE makes substantive contributions to existing programs and can, in turn, benefit from such affiliations, site visits revealed that programmatic distinctions can sometimes become blurred in the minds of school administrators, teachers, and students. In some sites, WAVE teachers share space with teachers of other at-risk programs. In other schools, where students are selected on the basis of a different set of eligibility requirements, further distinctions become blurred. In some sites, government policies preclude certain types of programmatic activities. In cases where restrictions were imposed by non-WAVE sources, these tended to influence the definition of The WAVE at demonstration sites. This does not undercut the real contribution made by WAVE, but should, nonetheless, be considered when the total picture of The WAVE implementation is being examined.

The WAVE program was implemented at Palm Beach Lakes Community High School where Cities in Schools was already an established program. Both The WAVE and Cities in Schools were able to benefit from this collaborative relationship. Occasionally, the similarity in goals as well as a common student constituency contributed to a blurring of the distinctions between the two programs among non-WAVE school staff and students.

The successful use of The WAVE with a wide range of on-going programs at different sites demonstrates its usefulness as a curriculum resource. A further demonstration of The WAVE's value as a curriculum resource is evidenced by the fact that, at the time of the site visits, each school which had adopted The WAVE as an additional resource said that they would want The WAVE to continue in their school for a second year. Funding was listed as the only possible constraint.

In summary, it is difficult to describe The WAVE in broad generalizations. The environment in which The WAVE is implemented and the different affiliations which have accompanied the introduction of The WAVE to demonstration sites reveal that there are site-specific considerations that need to be managed with sensitivity and attention to detail. The positive responses to The WAVE at these very different sites supports 70001's concept of The WAVE as a flexible and versatile resource which can be implemented in diverse school environments.

II. FINDINGS ABOUT THE FIRST YEAR OF THE WAVE

STUDENTS

Students were interviewed at each demonstration school during their WAVE classes, as well as individually. Students at all the sites liked being a part of the WAVE class. When asked why, students talked about experiencing success, frequently for the first time. They were, in most instances, able to say that their grades had improved both in their WAVE as well as their academic classes, and they admitted that they came to school more often. They even agreed that their attitudes toward school and work had changed. "For the first time I can remember, I want to do well in school," was the comment of one tenth grade girl. Students liked the whole WAVE "experience." Small classes, a teacher who cared about them, activities which integrated them into the community, exposure to the world of work, a close community of friends/peers who knew how they felt, and the sense of "family" they got from being a part of The WAVE were sentiments echoed, in different words, at the different sites.

Student Grade Levels

Approximately 650 students participated in the first-year of The WAVE in the thirteen demonstration sites. Five sites selected students from junior and senior high school, 9th, 10th, including 9th, 10th, 11th, and 12th grade students in other WAVE schools. In the eight schools, student enrollment was as follows:

9th grade only:	1 school
10th grade only:	2 schools
9th and 10th grades:	2 schools
9th, 10th, and 11th grades:	2 schools
10th, 11th, and 12th grades:	1 school

Those schools which started with one grade (9th or 10th) said that they planned to add one additional grade each year until they eventually offered The WAVE in grades 9-12. The one school starting with the 10th grade in The WAVE said it did so because they were able to select students they knew personally were appropriately suited for the program.

The ability of schools to implement The WAVE at different grade levels underscores the flexibility of The WAVE. In addition, the fact that schools are choosing to continue The

WAVE in their schools and to increase the number and levels of classes offered indicates that schools see the value of The WAVE as a sequential curriculum.

Student Selection

WAVE students were selected in a variety of ways: administrative/teacher decisions, self-selection, or, most often, a combination of both. In the majority of sites, there was little or no general advertising of the program. At each site, different groupings of teachers or principals and teachers reviewed the backgrounds of students most in need of The WAVE. Twelve of the thirteen demonstration sites used poor academic performance as evidenced by low grade point average, low Scholastic Aptitude Test or reading scores, and poor scholastic history (e.g., students had repeated a grade or had a low GPA). Eight sites used high student absenteeism and three used low socio-economic background as criteria for student selection. Other criteria which, while not being central, were nonetheless important and influenced the selection process, were pregnancy, brothers and/or sisters who had dropped out of school, problems with the law, and lack of interpersonal and employment skills. Following a preliminary screening, students and/or parents were usually notified of the students' eligibility and students were "invited" to participate. Eight of the demonstrations sites allowed some self-selection into the program; five did not.

Teachers and administrators on the whole expressed satisfaction with their selection processes, feeling that they had been able to attract the types of students who could benefit from The WAVE, and indicated that similar selection processes would be repeated in ensuing years. Improvement in grades, attendance and overall attitudes towards school among students selected to participate indicated that, in general, the match between the students and the program was a good one. Some principals indicated that they would prefer to be able to operate without having to take into account the eligibility requirements dictated by the funding organization (JTPA). One site, implementing The WAVE among its 10th grade students, felt that being able to select students whom teachers, counselors, and administrators knew worked to the advantage of The WAVE. Several teachers believed that they would do a better job recruiting appropriate students in the second year because they will be more familiar with the program and students will have had the opportunity to see their peers' responses to The WAVE.

Inevitably, funding sources exercised a strong influence in the selection process. Where WAVE was sponsored by JTPA, students were required to meet JTPA eligibility requirements. This limited WAVE to students who were economically disadvantaged. This is not a WAVE

eligibility requirement. This criterion precluded admission of other eligible students who did not meet this specific requirement.

Problems with the selection process included the fact that the sites were notified after the end of the preceding school year about being accepted as a demonstration site, omission of counselors from the selection process at several sites, and lack of adequate understanding of the purposes and goals of The WAVE, a not unexpected situation in a new demonstration program.

The different approaches to student selection, as well as external factors influencing the selection process resulted in a wide range of abilities, academic achievement, economic backgrounds, and personal motivation among students. This wide range of student characteristics inevitably implies that there will be difficulties and challenges in ensuring a consistent program at every site, and that the curriculum will be accepted in different ways at each demonstration school.

Students as Recruiters

Based on student feedback and comments from non-WAVE teachers at the schools, WAVE students at many sites are beginning to market The WAVE to their class-mates who have expressed an interest in learning about the program. This meets an objective of 70001's, stated in the WAVE training manual, that "ideally, students should be attracted to the program because of word-of-mouth testimony regarding the positive aspects of the program. Students should want to participate because the program offers a chance for success, is relevant to their needs, and is perceived as socially acceptable."

Student Retention

Students at all sites expressed satisfaction with The WAVE, and indicated that they would like to continue if the program were to be offered a second year and if their schedules would allow continuation. Mid-year retention statistics showed that the majority of students chose to remain in the WAVE program. For those few who left The WAVE, the most frequently reason cited was that the student dropped out of school altogether or moved. Students who withdrew from The WAVE but stayed in school cited scheduling conflicts with courses needed for graduation, transfer to GED programs, or the need to take required credit courses as

reasons for leaving WAVE. Teachers noted family moves to different areas, pregnancies, and drug-related causes as reasons for leaving school. At mid-year, approximately eighty students had withdrawn from The WAVE across the thirteen sites.

Student Responses to The WAVE

Students generally viewed their participation in The WAVE as a positive and enjoyable experience. Specific benefits which were most often cited to evaluators during on-site interviews included tangible improvements in academic achievement (ranging from passing grades to making the honor role), strengthened sense of self-confidence, and clarification of long-range/career plans.

During the site visits, students at each one of the demonstration schools had favorable comments about their WAVE experiences. In particular, students were pleased with:

- Caring teachers who supported and encouraged them academically as well as personally.
- A positive peer-group experience: A strong sense of cohesiveness and team spirit was characteristic at almost every WAVE site.
- A sense of "belonging" for the first time. For the most part, WAVE students had never developed any group affiliation. This sense of belonging someplace at their schools and feeling that the teacher knew them was very important.
- Affiliation with a national program: Students liked hearing about students at other sites, and knowing that they were doing something that students around the country were also involved with.
- Exposure to the world of work: Students liked their field trips to businesses in the communities as well as having speakers come in and talk to them.
- The opportunity to talk about personal areas of their lives in class with a teacher and friends who were interested and who would not make fun of them.
- Learning how to set goals: Many students had never spent time "planning" their futures. In WAVE classes, they were able to make the connection between achievement in school and success in getting a job after graduation.

Negative responses to the program appeared to stem from a sense of being "different" and earmarked for a "drop-out program." Where WAVE classes were isolated from the rest of the school, or where students had to leave regular classes to participate in The WAVE, these feelings of "difference" were most prominent. At Lincoln and Bunche Career Centers, for

example, students had to leave their vocational classes to attend WAVE classes. This made them feel different from their peers, and it also caused some resentment about missing classes that they perceived to be directly related to their ability to get employment. In two other sites, WAVE classes are held in different buildings or annexes. These separate surroundings, usually with unfavorable connotations ("The WAVE students are not good enough to have real class rooms" was a quote from a student at one site) exacerbate the feeling of "poor cousin" among some of the students. In one of the sites, The WAVE classroom was in the special education wing of the school. This contributed to a set of perceptions among students and faculty alike that The WAVE was just another program for special education students, and had little to do with "mainstream" kids. Within the WAVE classes, however, and among their WAVE classmates, these same WAVE students expressed positive feelings about the program. Caring teachers who supported and encouraged them, and a positive peer group experience were the two most frequently cited reasons for students' enthusiasm about The WAVE.

The WAVE is a program that seeks to change young people's lives. Here are examples of what the program has meant to two students.

> One young girl interviewed during the site visits spoke openly to the interviewer: *"WAVE saved my life," she said. "It is my family. I can talk [to my teacher] about anything, but I can't to my parents. Before WAVE, I could never have stood up in front of a class and given a presentation."*
>
> At another site, the student interviews were conducted in a group. One young man sat quietly in the back of the room saying nothing. When the interviewer asked him about his personal responses to WAVE, he quietly said, *"It gives me hope."*
>
> The teacher told the interviewer later that this student had just made the honor roll for the first time in his life.

Teachers' Assessment of WAVE Students

WAVE Teachers: On the whole, WAVE teachers were favorably impressed with the progress their students had made. Although final data were not available at the time of the site visits, teachers at each school felt that the goals and expectations of the program for their students were being met. Teachers specifically referred to improved attendance and academic performance as tangible evidence of the success of The WAVE. But teachers also pointed to the marked changes in the attitudes of their students. "From day one, I could tell they felt

different," said one WAVE teacher. "A lot of them said they didn't see any reason for staying in school. The closeness of [the WAVE] group has made them feel better. Being able to talk, also. The LETS allowed students to express themselves." A teacher at another site was equally enthusiastic about students' improvement in areas of self-esteem and self-confidence. She told the story of a student in her class who had traditionally been reluctant to speak in front of groups. Encouraged by the support of her classmates and the teacher, she entered a local "Miss Rodeo" contest....and was a runner up! The teacher said that the girl's classmates were just as proud of her achievement as the contestant herself, and this initial success had provided great personal encouragement to the student.

Non-WAVE Teachers: The perceptions of the WAVE teachers were echoed by many non-WAVE teachers who had WAVE students in their classes. Several of these teachers commented favorably on the improvement of WAVE students in their classes. Teachers' remarks reflected satisfaction with the improved attendance as well as academic performance, and specific instances were cited of improved grades, improved attitudes towards school, increased self-esteem, and improved class-room behavior. Non-WAVE teachers also commented on a heightened interest in career opportunities and the benefits of being involved in community-oriented activities. "A sense of cohesiveness among students in the WAVE classes" was cited by one English teacher, who also said that he saw WAVE students beginning to recruit others for participation in next year's program. Another teacher said, "I think that, especially with our students it is a miracle, however small, if you just reach a few of these students who will then stay in school to reach their potential. I think all the extra help is great."

THE ROLE OF THE WAVE TEACHER

Not surprisingly, at every site, the teacher proved to be the pivotal factor in The WAVE program. WAVE teachers displayed enthusiasm for their work and a high level of commitment to meeting the needs of at-risk students.

The WAVE program gave the teachers the structure and content necessary to make their efforts with the students successful. These teachers are dedicated, caring and energetic, and their efforts are appreciated by their students. During site interviews, students frequently referred to the commitment and caring attitude of their WAVE teacher. For many teachers, the WAVE curriculum was a new and challenging experience, requiring different teaching methodologies. Many had never been involved in a complex, multi-component program before; they were selected on the basis of their teaching ability, or interest in working with at-risk youth. Many teachers felt that, as a result of the exposure and training provided by The

WAVE and 70001, they had become better teachers. A teacher interviewed at one of the sites said, "I will never teach the same way again."

Several key factors emerged as critical variables in developing an understanding of how the WAVE teachers carried out their role.

Teacher Selection

Conversations with principals at the thirteen WAVE demonstration sites indicate that teachers were selected in the following manner:

- The principal selected a teacher he/she knew to be particularly qualified.
- Notification of the implementation of The WAVE was distributed to all teachers at each demonstration site and interested teachers were asked to volunteer.
- The position was advertised externally, and the WAVE teacher was recruited from outside the school.

In all cases, the principal made the final decision for the selection of The WAVE teacher. Funding constraints influenced the selection process. In those sites where the teacher was recruited from among the teachers at the school, budget restrictions required that the principal select a teacher from within the ranks of on-site volunteers. One school administrator conceded that the WAVE teacher was selected because she was the only teacher to "volunteer" for the position. This lack of interest was interpreted in some sites as the prevailing attitude of teachers at the school toward at-risk students. This attitude was further reinforced at this site by teachers voting to have an in-service program in rapid eye movement over a program on at-risk students. At all sites where The WAVE was expected to continue for another year, administrators indicated that the current teacher would continue in The WAVE program, and that new teachers would be added to take on additional WAVE classes.

Teacher Background

WAVE teachers came from diverse backgrounds and experiences, including special education, reading/English, vocational education, counseling, math and science. One WAVE teacher had been teaching school for almost thirty years and brought extensive experience to her new position. Another teacher had recently acquired her certification after working as a teachers' aide for several years. The connecting thread among these teachers was a deep concern for at-risk students. It appears that no one single disciplinary background emerges which uniquely

prepares an individual for being a WAVE teacher. It also appears, however, that previous success as a teacher of at-risk students in more traditional contexts does not guarantee success as a WAVE teacher, where multiple component program management is important. For teachers whose personalities and backgrounds equip them for this kind of program management, The WAVE provides them the curriculum and support to teach the way they have always wanted to.

70001 Teacher Training

Teachers were very impressed with the training provided by 70001. They appreciated not only the discussions on teaching methodologies and classroom management techniques, but they also liked getting together with other WAVE teachers to exchange "war stories." One of the most popular components of teacher training workshops was the "Swap Shop," in which teachers shared a teaching technique that they found to be especially helpful in working with their students.

Formal Training: The WAVE teacher training provided by 70001 was of critical importance to the program's success. One school administrator spoke of immediate benefits of the training seminars, "She [the teacher] comes back from training sessions full of energy and enthusiasm. The students respond well to her excitement, and get excited too." For many teachers, The WAVE presented a series of challenges they had not experienced before and for which training was the key. Challenges cited most often by WAVE teachers were a lack of broad experience in working with at-risk students, lack of experience with multi-component programs, and lack of exposure to the type of curriculum developed by 70001. One teacher commented that, for him, the most challenging part of his experience as a WAVE teacher has been, "Trying to help [the students] develop more positive self-esteem, because some of them almost seem as though they have a stake in feeling bad." For many teachers, interactive learning components, where lessons and experiences are combined to reach a common objective, were new. The diversity of WAVE teachers' backgrounds and experiences presented a vast array of needs to be satisfied during the course of training provided by 70001 and underscores the importance of intensive and comprehensive training programs.

When WAVE teachers were asked in which areas they felt least comfortable in implementing The WAVE program, their responses were an extensive list of requests, indicating that their own teaching experiences had not fully prepared them to assume the responsibilities for such a complex and dynamic program. One teacher replied, ".... Probably the organizational kinds of things -- getting WAVE off the ground." Feelings of inadequacy were frequent, directly

related to the implementation of the external components of the program. An example is the statement by a teacher about what was one of the greatest challenges, "I think probably PR [public relations], PR at first was staggering. It is hard to talk to reporters and get them to come out to look at your program. That's very difficult." All WAVE teachers said they had some concerns about implementing the program at the outset. This indicates that no traditional teaching experience or set of experiences prior to being a WAVE teacher provides the training and experiences necessary to manage this kind of program. Both the content and process information provided by 70001 were of invaluable assistance to The WAVE teachers. 70001's strong and capable efforts on behalf of these teachers and the consistent attention to their needs have contributed to the development of an energetic, positive, and committed group of teachers. Continuing and expanding the scope of WAVE teacher training is one factor which will, according to the teachers at the demonstration sites, have a very positive and direct impact on The WAVE program.

Networking Among WAVE Teachers: As much as the training itself, however, teachers appreciated the opportunity to meet with and get to know their peers at other demonstration sites. A sense of isolation is pervasive throughout the teaching profession, and even more so among teachers whose work with at-risk students is frequently accorded little value by their colleagues. Sharing experiences, personal anecdotes, and areas of mastery and skill were considered highlights of the training sessions.

Teachers frequently expressed the desire to have more time together and to cement the sense of camaraderie and "esprit de corps" they felt when they were together. Consolidating and developing the sense of being a part of a national network can contribute to WAVE teachers' sense of professional pride as well as to personal needs for affiliation.

Additional Areas of Training Needs: Teachers would like to see training continue, and expressed the desire to see additional components added to the resources made available to them. When asked about specific ideas, teachers had many suggestions which often were related to the external aspects of The WAVE. Teacher suggestions fall into three broad categories:

External Relations:

- Institutional marketing/fund-raising
- Community Outreach
- Public relations

Management:

- Managing complex and diverse programs

Instructional Strategies:

- Different learning styles of students
- How to motivate students
- Creative/flexible classroom management techniques

Colleagues' Perceptions of WAVE Teachers: Regardless of the teacher's background or training, there were invariably hurdles to overcome in terms of colleagues' attitudes during the early days of the implementation of The WAVE at different demonstration sites. In the early months, until school staffs had the opportunity to learn more about The WAVE program, WAVE teachers were perceived to benefit from special perks and advantages not available to non-WAVE teachers: Trips to Washington, release time for field trips, LETS training, special technical assistance from 70001, and smaller class sizes for the WAVE classes frequently provoked resentment and/ or misunderstanding among other professional staff in the schools. This widespread lack of understanding is a strong and important indication that 70001 cannot presume that there is effective communication about the program.

Lack of adequate information about The WAVE was not the only factor influencing non-WAVE teachers' attitudes about the program. A cause of conflict between WAVE teachers and other school personnel in some sites was a perception that The WAVE by passed other staff members' responsibilities. In one site, WAVE students were no longer scheduled by school counselors, but by the teacher (a decision made independently by the Assistant Principal). This circumvention of traditional school protocol created a considerable amount of animosity among teachers, who felt that the WAVE teacher was being given preferential treatment, and counselors, who felt excluded from the WAVE process.

Teacher's Aides: Most WAVE teachers expressed the need for a teacher's aide. Several teachers had aides and the teachers all felt that these aides were of great help. At one site, aides were automatically provided to all remedial teachers; at another site, the aide was provided through The WAVE's affiliation with another program; at yet another site, the teacher's aide was a student. This creative solution not only helped the teacher, but also helped to change this student's opinions of his peers who were designated "at-risk." WAVE teachers felt that their aides were of the greatest assistance in helping the teachers cope with the quantity of paperwork required by 70001, as well as with classroom management.

THE WAVE CURRICULUM

At all sites, for students and teachers alike, The WAVE curriculum presented something new and, therefore, was intriguing and enjoyable. This "newness" varied from site to site. In some places, the novelty was in the dynamic and interactive nature of the lessons. Students expressed pleasure at being in a class where they spent the majority of their time "relating" to other students and to the teacher. Teachers expressed pleasure at the "relevance" of the curriculum to the needs of at-risk students who are frequently turned off by the apparent lack of connection between their other classes and what they see to be "real life."

Student Responses to the WAVE Curriculum:

In general, students were very responsive to the WAVE curriculum. They reported liking lessons related to employment skills and career opportunities as well as goalsetting and self-esteem. With few exceptions, the students responded well to the openness that the lessons prompted and felt that the other students in the WAVE classes had become their friends and their allies. The openness of the discussions helped them to realize that they were not the only ones experiencing particular kinds of problems and frustrations.

Other favorable responses to the curriculum addressed the dynamic nature of the WAVE classes. Students liked the many different aspects of their classes: group discussions and small group work, guest speakers and lectures, field trips, and considerable "freedom of speech." Most students felt that they could say anything to their teacher and that she/he would still accept them. Without always being able to identify specific reasons, students realized that WAVE classes were different from their other classes: Their WAVE classes were small; their WAVE teacher cared about them, and so did their classmates; and, in their WAVE classes, they got to talk about "real life." One student commented, "[Our teacher] shows us how to be responsible and how to respect each other. We have conversations about the homeless and people with AIDS. I learned that I can help homeless people and I need to treat people with AIDS in the same way I treat other people." WAVE classes, for many, provided a sense of belonging, trust, and openness -- qualities which these students were not able to experience in any other school environment. From students' comments, it appears that the curriculum played an important part in the development and sustenance of this kind of nurturing environment.

Students also responded well to the "demystification" of the world of work. Many students expressed relief at finally feeling that they were getting a grasp of what employment was all

about, and some students reported having decided on future employment as a result of WAVE classes, field trips, and visits by guest speakers on job-related issues.

The wide range of students participating in the WAVE program ensured an equally wide range of responses to the curriculum. One indication of this diversity can be seen in the different responses given to the same lesson: At one school, students responded very favorably to a lesson asking them to write a letter to themselves and approached the task with enthusiasm and excitement. At another site, this same lesson was met with skepticism and resistance by students who did not appreciate the purpose of the activity or thought it was childish. The group which expressed these negative reactions was also a group in which several students made the honor roll. To further illustrate the diversity of responses to the curriculum, many students stated that one thing they liked about the WAVE classes was that they learned to deal with real-life problems, like anger, and unsatisfactory relationships. However, for some students the deeply personal nature of some of the discussions was threatening and they found it uncomfortable to open up in a group setting.

The different, yet overwhelmingly positive responses to the curriculum indicate that the nature of the WAVE curriculum helps to create an environment where students are able to talk about real life issues and consequently develop a sense of closeness with their peers. One student interviewed said, "The WAVE students have become my friends. [When the school year started] the other students in the class were not my friends to begin with, but now we are very good friends."

Some students did find that the curriculum was sometimes "too easy" and said that there were times when they were bored. An interviewer asked a group of students what they do in class, and in their WAVE workbooks. A student responded, "I think they're easy. They're too easy. We're smart enough for The WAVE workbooks." Students also commented on the excessive amount of writing. Students at another site said that "there was too much writing in class. Too many paragraphs." This comment came from a site in which five students made the honor roll at the end of the year, and was also echoed by students who were more borderline. Program specialists also mentioned that many teachers had commented on the "excessive" writing assignments.

The one problem with WAVE classes which may or will have to affect students' decisions to enroll or continue is the problem of credit for the course. Although one school will give academic credit next year in a required course for graduation because the WAVE teacher is certified to teach English, other schools had yet made similar accommodations, and are able

to give only elective credit for participation in WAVE courses, if they give credit at all. There is one site which gives no credit. Students who must get required credits for graduation express considerable reluctance at not being able to continue in the program. WAVE, for many, has been a support group and students wonder how they will be able to make it without the encouragement of the WAVE teacher and their friends. One site is looking at alternative scheduling arrangements to enable students to continue, at least in part, by alternative attendance at WAVE and gym classes for those who need to make up courses required for graduation.

Teacher Response and Use of the Curriculum

Teachers, in general, spoke favorably of the content and the substance of the WAVE curriculum. Specifically, teachers felt that it filled gaps for much needed information on employment skills and career awareness, as well as in areas of personal values and attitudes. Several teachers commented that they appreciated the relevance and the "real life" components of the program. The WAVE curriculum also provided them with a handle on approaching some of the more problematic areas of at-risk students (poor attitudes toward school and poor self-image, to cite the most common examples) in a structured manner. Once students became used to the more "personal" nature of the WAVE classes; teachers felt that they responded well and benefited from the lessons and the discussions. Questions and concerns teachers had about the curriculum were not so much on the substantive portions of each lesson, but rather on the more mechanical aspects of applying this curriculum to their particular group of students with their own individual levels of ability, skills, and interests.

The WAVE curriculum is designed to involve the teacher closely in "developing" each lesson. For example, an outline will be presented, but the lesson plan will not contain all of the detailed information about the subject (health issues were cited by teachers as falling into this category). The teacher was expected to gather supplemental resources independently. For many teachers, this expectation for curriculum augmentation is a new experience. Consequently, many comments which address the need for additional information and further substance can be accounted for by teachers' original assumption that the WAVE curriculum was complete, and that the teachers' job was to "teach" it.

School-Wide Application of WAVE Curriculum

Administrators at WAVE sites felt that The WAVE curriculum was very helpful, and filled certain gaps in their school-wide programs. One administrator felt that a strong value of the

curriculum was that it provided a systematic mentor relationship between a student and the WAVE teachers: structures for accountability, communication, and affirmation/ encouragement were built in to classroom activities. Other school administrators said that the WAVE curriculum filled gaps for students such as leadership development, goal setting, communicating with adults, and expressing anger. The WAVE provided an important resource for addressing these issues which were not so well dealt with in schools, especially with at-risk students.

School administrators felt that The WAVE provides personal attention to particular students who may not receive it in any other part of their school experience, and that students who would otherwise not stay in school made a decision to complete their education. One enthusiastic principal commented that he liked The WAVE "Because it works!"

Additionally, administrators felt that non-WAVE students could benefit from exposure to many of the components of The WAVE. When asked if he would change anything about the program in the coming year, the principal of one demonstration site responded, "If I could, I would have every child in the school go through this [The WAVE]. What's in the curriculum is very important. It helps to create "passion" in young people..and exposes them to a 'can do' attitude."

Some principals believe WAVE teachers can serve as resources to other teachers at their schools, and hope to develop some strategies to accomplish this objective.

PROGRAM ACTIVITIES

The implementation of The WAVE at the demonstration sites called for the simultaneous introduction of a new curriculum, leadership development and community service activities for students, and outreach activities to involve parents and the external community. Sites varied in their ability to develop all programmatic areas during the first year of WAVE, but solid starts in some schools are not only encouraging but also indicative of the value of these activities. Expectations for full implementation for all programmatic activities were apparently modified by 70001 during the first year of The WAVE, but changes in expectations were not, in every case, clear to the demonstration sites. Teachers, in particular, expressed considerable anxiety at not having been able to do everything in the first year. Within the limitation of time and resources, however, there were many successes which can provide the basis for growth and improvement in the future.

The WAVE Career Association

The WAVE Career Association is to serve as a "national organization...that contributes to student growth through personal skills development, recognition, community service, and leadership activities" (Introduction to WAVE program manual)

Some demonstration sites established a Career Association, much as 70001 envisioned. These associations varied according to the personality and personal vision of the WAVE teacher. Some sites did not establish a Career Association. However, teachers in all sites expressed strong support for incorporating structured experiences which could contribute to the cohesiveness of the WAVE classes and develop team spirit and leadership qualities. Time, teacher comfort level, assessment/students' readiness and skill in establishing and managing extracurricular programs were all factors that entered into whether there was a formal WAVE Career Association, or some activities which were consistent with the types of activities envisioned for a formal association.

Some activities included trips to different cultural events and to places of work (newspapers, TV/radio studios, different manufacturing plants, community businesses), fundraising activities, sports activities, and community service activities. More important than whether there was election of student officers and the structuring of an organization, however, was the opportunity for students' exposure to and involvement in their communities, and the larger world around them, that these activities provided. A student in one site said that all the

students in that WAVE class sent valentines to veterans as a class project. "What I liked about The WAVE is that when we did the valentines for the veterans, I was called up by my church pastor to come down. And they had seen my name in the newspapers, and he cited my achievements in The WAVE." Students spoke with pride about being able to raise money for an individual in need or for WAVE class purposes, and about other opportunities for service and/or recognition which grew out of their WAVE Career Association or related activities. At one site, the group used the money it raised from bake sales to provide breakfast (donuts, hot chocolate, and juice) for the WAVE classes. The teacher commented that, if it weren't for this, many students would not get breakfast. A WAVE teacher at one demonstration site, where transportation problems made staying after school for formal association type activities difficult for many students, was able to get tickets to opera and ballet performances donated from the cultural centers in the city. The students loved these activities. For many, it was the first time they had ever seen live performances of any kind. It made them feel "like real people." Association activities in many cases became an extension of the WAVE classes. Several sites reported a reluctance to hold elections for class officers (this was at an alternative school, where there were no other clubs and no officers) and in some sites, "officers" held titles without any responsibility, and weren't sure about the purposes of having elected officers.

Teachers generally agreed that WAVE students were not, as a whole, students who naturally gravitated towards affiliations and group memberships. Sensitivity and care need to be exercised in ensuring that, however these activities are interpreted and implemented, they become success experiences for those students who are involved. Students, teachers, and administrators all agreed, however, that involvement in the life of the school and in the larger community was a beneficial experience for all WAVE students, and were committed to improving the range, structure, and purposes of these activities.

At one site, the Career Association is viewed as competing with an existing organization. The one club mentioned specifically as a "rival" organization was the DECA Vocational Club, which is a very active, visible, and energetic organization with a large student membership, and which sponsors different school-wide fundraising events and projects a career and community service orientation. The WAVE teacher was able to help clarify this distinction by stressing that the activities of the WAVE Association were for the benefit of WAVE students and the WAVE class. Proceeds from a bake sale, for example, were used for WAVE class activities. Although the purpose of each group is very different, many non-WAVE

teachers and school staff perceived these two groups to be in competition with one another. Where this type of situation exists, it is important for the WAVE teacher to clarify, to students and to school staff, what the purposes of WAVE activities are.

Other constraints on having a full WAVE Career Association were determined by the nature of the sites themselves: Students attending Lincoln and Bunch Career Centers and Mountain High School were bussed in from many different parts of their school districts and were dependent on scheduled public transportation to get home. In these cases, teachers included WAVE Career Association type activities during class time or, where possible, provided their own transportation for evening activities.

Where little or no extracurricular activities exist (alternative schools) and where students come from long distances (magnet schools, vocational schools) extracurricular activities are difficult to manage. Transportation and scheduling are major obstacles in some cases. "Elitism" (having a different opportunity from what other students have) was cited as an obstacle at another site.

Because of schedule constraints and/or the inability to hold meetings after school, several WAVE teachers have set aside class periods for Career Association activities on a regular basis. Other teachers personally volunteered to provide after-hours transportation for their students so that their classes could participate in group activities. The charge of "elitism" that might have resulted from having association officers at a site where there were no other school clubs was salved by class selection of project leaders for a one-time event.

Teachers generally displayed considerable ingenuity in devising means to enable their students to participate in group community-involvement activities. Students and teachers recognize the value of the supplemental, community oriented activities and are less concerned with the formal structure of a WAVE Career Association.

Occasionally, students and teachers expressed some confusion about the purpose of these activities, wondering if they were to be "character development" programs, extensions of class-work, fun, or service. And, it is important to note that just saying that a Career Association exists does not mean that there is one. During one site visit, the teacher asked students who the Career Association officers were. No one, not even the elected association officers, could identify themselves.

Parental Involvement

Parents of WAVE students who were interviewed during the site visits were positive in their appraisals of the impact of The WAVE on their children. One parent commented, "I've noticed great improvements in [my son]. I've noticed improvements in his grades and his study habits...This year, [he] has never missed a day of school." Parents interviewed in the sites supported the efforts of the WAVE teacher and appreciated that the schools were doing something to reach students who were "not slow, but who just needed a push." One mother said, "It's a second chance for my daughter. She was going to drop out, and nothing I could stay would stop her." Parents also noted and liked the friendships that had developed among WAVE classmates.

Parents were also pleased with the efforts of the schools and the teachers to keep in regular contact with them. "I was surprised at first to get calls from the teacher when nothing was wrong," said one parent. "But it nice to hear that [my daughter] is doing well and isn't having any problems. I appreciate that."

Parent involvement with programmatic components of The WAVE were limited. Many parents work, and are not able to attend school functions on a regular basis. Some parents attended social functions and many had met their child's WAVE teacher. The parents interviewed said that they would approve if their children wanted to participate in The WAVE for a second year.

Some parents who were interviewed also appreciated the "breathing" room that the schools provided them, expressing relief that the schools could take over for them (parents) when they felt they were no longer capable of having an influence in their children's lives. These parents also noted the progress their students had made since their involvement in the WAVE. Several commented on the dedication of the teacher. "She calls with good news, not just bad," was the comment of one parent who was pleased, and even surprised, to be getting reports about her child's progress.

However, the area of parental involvement is also another area where first-year expectations have been modified to correspond to reality. The most revealing response to questions of parental involvement as part of the implementation of The WAVE came from a teacher who said, "At-risk students tend to have at-risk parents." Responses of many WAVE teachers to questions about parental involvement indicated that, for many students, school was a haven, a place they could escape stressful and even harmful home situations.

Individual teachers varied in the extent and success of their one-on-one involvement or group involvement with parents, although they are all committed to maintaining close contact with the WAVE parents. The consensus is that parental involvement in The WAVE is important and should be maintained as an objective for the program, but that the teachers should proceed with discretion, particularly in the case of dysfunctional families. Teachers and administrators also admit that they have difficulty in defining what parent involvement means and how they should structure it. Parental involvement is a desirable but not rigorously pursued option.

Community Involvement

The expectations for and outcomes of community involvement, as well as the roles of the teachers and administrators as initiators and developers of community-wide programs varied from school to school and, as in other programmatic areas, goals and expectations for the first year were reevaluated and modified throughout the year.

One distinction to make in the further development of this program component is that rural, suburban, and urban schools will ultimately develop this programmatic area in different ways. Available resources and opportunities for community involvement differ greatly in each of these types of communities, and guidance tailored to needs and resources of different communities will help teachers in future implementation of community involvement activities. Perhaps specific examples, based on this first years's experiences, will help to provide teachers in these different types of school districts with a more realistic set of expectations for their community outreach. Again, as with extracurricular activities, teachers with little formal training experienced frustration and a sense of incompetence which came, in part, from unrealistic expectations for first-year program start-up.

Teachers at all demonstration sites admitted that the development of community linkages was not first on their list during the first year of the program. They cited attention to individual needs of students as their number one priority, followed by the administrative details involved in the implementation of a new program. Where The WAVE dovetailed with an existing program with community linkages, The WAVE benefited from being able to access an external network that was already in place.

Administrators and teachers occasionally interpreted this programmatic area differently, or assumed for themselves different aspects of community involvement. One teacher did not participate in community fundraising, leaving that to the administrator, but depended on

community participation in some of the more career-oriented aspects of the program. Community participation, where developed, was more widely used in conjunction with employment-related activities. Students all liked guest speakers as well as visits into their communities.

A consistent comment by teachers reflected an overall sense of inadequacy regarding community outreach. Even those who appeared to have innate public relations skills in this area expressed the need for additional training in fundraising, institutional marketing, and public relations. Those teachers who feel that their place is with their students and in the classroom are completely bewildered by the prospect of going out into the community to solicit programmatic involvement as well as financial support for some program activities. Some have reacted by not involving themselves at all. A team approach to WAVE program management was suggested by some teachers and administrators in order to have the WAVE benefit from complementary skills. Another variable discussed during the site interviews was the conflicting demands on the teachers' time: Where the teacher is working exclusively with WAVE students and programs, he/she is able to spend more time on community-development activities than when the teacher has non-WAVE related classes and responsibilities.

Advisory Committees

Sites varied in their implementation of this component of The WAVE but a factor almost all had in common was a relative lack of participation by persons from the local business community in the activities of the program. In most sites, if there was a committee, it was comprised of individuals at the school site (administrators, counselors, and occasionally other teachers); in some cases, representatives from the central administration were on the committee. Where The WAVE was closely affiliated with another program (JTPA, Cities in Schools, The Futures Program), committees for these programs served, de facto, as advisory committees to The WAVE as well. Teachers described their committees as groups of individuals from within their schools concerned with the needs of at-risk students which served as internal consultants to the program. They were there to "bounce around ideas" and offer advice and suggestions if there were problems. In most sites, there were no formal meetings of an advisory committee. WAVE teachers expressed appreciation for the potential benefits to The WAVE of a strong advisory group, particularly one with substantial business representation. The teachers admitted, however, that in the order of first-year priorities, the development of such a committee was a low priority.

III. CONCLUSIONS

The integration of proven concepts and methodologies into the structure of the education program in a school is the greatest challenge faced by demonstration programs in schools. 70001 has the requisite solid first year results from which it can institutionalize its program. Eleven of the thirteen demonstration sites are continuing the WAVE. But The WAVE, irrespective of its demonstrated positive impact on students in the first year and the validity of the program's concepts and design, will be affected by challenges inherent in any process of institutionalization. Therefore, certain generic institutionalization issues and their relationship to the future of The WAVE need to be addressed in some detail.

Objectives for the institutionalization of The WAVE are two-fold: 70001 seeks success in the demonstration of the program in order to retain and expand the program to additional students in the original sites and expand the program to schools across the country. Another set of objectives focuses on the integration of basic education concepts embodied in The WAVE -- interactive teaching, understanding of the relationship of education and work, improved student self-esteem, student centered schools, etc. -- into the structure of secondary education, particularly in those school districts and schools serving large numbers of students who are historically at-risk either for leaving school or graduating with little sense of self or direction. The demographics of the nations' youth population underscore the importance of these WAVE concepts to restructuring secondary education.

No person interviewed throughout the year, including persons in two of the demonstration sites who had reservations about the overall student progress in the program at their sites, questioned the need for The WAVE as a means of improving social and educational outcomes for the targeted student population. And, even more importantly, the majority of school staff interviewed in the demonstration sites noted positive changes, in attitude or educational achievement, among WAVE students in the first year of the program.

The challenge facing 70001 in the institutionalization of the program does not stem from an assessment of the merits of the program design or the experience in the first demonstration year. The challenge is in the complex problems inherent in attempting to effect and institutionalize change in schools. These problems are discussed below in relation to The WAVE. Specific recommendations 70001 might implement to assist in the institutionalization of The WAVE are made in Section III. of this report, Recommendations.

About Change in Schools

U.S. elementary and secondary education has a weak history of institutionalizing successful demonstration programs or promising components of these programs in schools. The reasons are complex and result both from the basic institutional structure of schools and the behaviors of those external to the schools investing in and hoping to be a catalyst for change and improvement. While the purpose of this report is not to provide a comprehensive analysis of the change process in schools, the following discussion highlights some of the specific problems of demonstration programs which we believe should be addressed as immediately as possible and to which 70001 and the funders of The WAVE should give concerted attention. These findings do not reflect weaknesses in The WAVE, but rather the realities of institutionalizing change in schools.

Continuation of Funding for Demonstration Programs: All demonstration programs dependent on special funding or a combination of general revenue support and special funds are vulnerable to losing their funding. Sometimes, decisions about continuing financial support are made simply on the basis of the longevity of a program in a school or school district, or the number of students affected by a continuation or discontinuation of the program. Demonstration programs tend to suffer from the absence of articulated messages which explain the program in terms of its relationship to the basic mission of a school and make clear its potential for longer term impact to help meet school district/school objectives. Demonstration programs rarely have a "political" base of support in their early years. School and district administrators and the school board are pulled in many different directions over the allocation of funds once outside funding is decreased or eliminated.

Two demonstration schools, Paducah Tilghman High School and Mountain High School, are not continuing the program in the 1990-91 school year. This, despite what is by any calculation a modest expense for The WAVE -- teacher salary, payment to 70001 for materials and teacher training, and any additional cost for a whole or part of a teacher required for periods during a day when a WAVE teacher would be teaching a normal load in the regular school program. The WAVE teachers and principals, as well as the students in these schools were very positive about The WAVE, but the program fell victim to the common practice of cutting back on what is perceived as a special or additional program and which therefore can be eliminated to preserve the "real school program."

These decisions typify what can happen to very promising programs like The WAVE when they do not have adequate time to demonstrate their value and have not received the benefit

of concerted district/school efforts to assure wide understanding of their purposes and objectives relative to the basic educational mission of the schools.

Demonstration programs most apt to generate continuation with general revenue funding are those which have well-informed and committed internal school district and school level constituencies, as well as an articulate external support base. It is a fact of political life that school districts cut programs for athletically and academically gifted students and/or special education students at the peril of the wrath of articulate and committed parents and/or community members. So far, children and youth at risk of school failure cannot count on such vocal external support to save their programs.

The Phenomenon of the Special Program: Comprehensive demonstration programs, such as The WAVE, generally serve a limited number of students (usually not even all those who would qualify or benefit) and are usually supported in whole, or in part, by external funding. Therefore, they are perceived as "add ons," and do not have an impact as a major presence in a school. Few school staff are directly involved and, therefore, do not see themselves as having any relationship to these programs. Even successful demonstration programs have an unfortunate history of "here today and gone tomorrow." Long-tenured staff have seen many special programs "come and go" in their districts and schools. The process through which these programs are translated into the basic mission and operation of schools has received little attention. There often is resentment, particularly in an era of limited resources and school budget cuts, about the special resources and/or special administrative accommodations provided for demonstration programs.

As would be expected, the seeds of such institutionalization problems are in The WAVE demonstration schools. Generally, there was minimal knowledge about the program among school staff except for the supervising administrators and counselors who also served WAVE students.

In some sites, there was, from out outset, resentment about the special resources provided, the WAVE teacher's perceived "lighter" load, and opportunities for trips to the 70001 teacher training sessions. In some of these sites, the principal and/or the WAVE supervising administrator was astute enough to pick up on these initial grumblings and to recognize their potentially negative implications for the program. Special efforts made in these schools to create fuller understanding of the program seemed to have had positive effects on school staff and their reactions to The WAVE.

Administrators and/or counselors in some sites stated that all students could benefit from some elements of The WAVE. However, we did not find any site where the administration had developed or was planning a strategy to help school staff understand how concepts and/or program elements of The WAVE were related to the totality of the school.

Organizational Change: School administrators and teachers are not trained in organizational change process. Notwithstanding the current experiments with school based management, schools basically carry out decisions made by the school district hierarchy. Reorganization of programs, staff and teaching is foreign to the expected and historically rewarded behaviors and experience of most teachers. In addition, schools are subject to myriad and sometimes conflicting streams of regulations and policies which school staff feel powerless to change. And, finally, schools operate within bureaucracies which by their very nature commonly inhibit change.

The majority of school staff interviewed in the demonstration sites recognized that for students enrolled in The WAVE, and additional students who could not be accommodated in the first year, school success, retention to graduation, and a positive transition to either work and/or additional education and/or training is problematic. However, and not surprisingly, the implications of basic changes in the structure of teaching and learning, analogous to those incorporated in The WAVE for broad institutionalization in the schools are not yet generally recognized, articulated, or accepted. There were some, within the cadre of WAVE teachers themselves and other staff, who did articulate the need not only to expand the total program to many more students (not just those most obviously in need) at each grade level, but also to incorporate WAVE teaching methodologies and programmatic components into the overall school curriculum.

Problems of organizational change will affect the expansion of The WAVE to additional students in current grade levels in The WAVE and the possibility for student participation in The WAVE through the full grade 9-12 program sequence. As was noted earlier in this report, among students who withdrew from the program (and not from school) in the demonstration sites, school scheduling problems and the need to fulfill graduation credit requirements caused most program withdrawals. Given the reality that failure or near failure in the regular school curriculum was probable without intervening support from The WAVE, the question has to be asked about the rationality of unbending school structures and the lack of creative solutions for such situations found in the nation's high schools. It is possible to solve such problems, as one demonstration site proved. For the 1990-1991 school year, The WAVE class period will be

extended and will incorporate a required English course. In this school, The WAVE teacher is also a certified English teacher.

School District and Internal School Communication: Few school districts or schools pay adequate attention to effective communications, either internally or with external constituents. Well defined objectives and methods for communications tend to be lacking. Most school districts and schools rely on newsletters, bulletin board notices, a memo placed in staff mail boxes, as well as a "need to know" criterion for communication. There is little evidence in schools of targeting information differently according to audiences and anticipating how information will be translated.

These general characteristics of communications are true in The WAVE's demonstrations sites. Findings from the site visits, as well as responses of teachers and administrators during earlier periods of information gathering, indicate that knowledge about The WAVE in the demonstration schools is not widespread and school-wide communications about the program have received minimal attention. The selection of the school, some program description with purpose and objectives, and the name of the teacher were generally communicated early in the school year. However, organized efforts for on-going and follow-up communications were minimal in the sites and specific activities allowing discussion of the program in faculty meetings or presentations by The WAVE teacher were rare. Even strongly supportive school administrators who believed that all the school staff could benefit from learning about The WAVE had no explicit plans for communications strategies but, we believe, would be very receptive to assistance in this area.

Communications strategies to build visibility and communication with the school district administration and school board were weak, except where a central district administrator had a direct relationship with the program. In one site, the teacher showed exceptional initiative and creativity in organizing a panel presentation by WAVE students, to which she invited school staff and members of the central administration. The students reportedly were very proud to participate in the discussion, which was well received by those in attendance. However, WAVE teachers in the majority of demonstration sites felt they lacked the experience, skills, or access for effective external communication to build knowledge about and involvement in the program with the extended school or school district community.

Insufficient Time and Attention for Long-Term Institutionalization: Demonstration programs require time to prove themselves sufficiently to become truly institutionalized. By their very nature -- a demonstration of something new, a new combination of program elements.

something different from what a majority in a school defines as "normal", a tangible presence that says something should change , small and frequently isolated -- demonstration programs demand careful and nurturing support over sufficient time to demonstrate their potential. And, very importantly, these programs need adequate funding not just to get started, but to overcome the challenges discussed above, along with others, that face demonstration programs. Usually, funders of national or local demonstration programs commit to 1-2 years, sometimes three years, gradually diminishing support over the funding period. In addition, while resources may be incorporated in grants for program implementation and a national sponsoring organization's technical assistance to demonstration sites, this support tends to be concentrated on start-up rather than on the more difficult succeeding years when the excitement of "newness" and winning the grant are gone, and the hard work of continued operation and institutionalization begins.

The WAVE is at the critical juncture for demonstration programs and needs sufficient commitment of funders over the next three to four years for 70001 to develop and support institutionalization strategies for the demonstration sites and to incorporate these strategies into the implementation of The WAVE as the program expands to other schools.

IV. RECOMMENDATIONS

The WAVE is generally counted a success within the demonstration site schools. WAVE teachers and students are positive about student achievements and attitudinal changes. In the view of WAVE teachers, the program contributed significantly to the improved behavior and academic performance of most WAVE students. In the absence of quantitative data based on strict comparability among the sites, it is difficult to relate specific indicators of student success to the variables in the programs among the sites. However, the attendance records and report cards at each demonstration site show considerable progress for most students and, in several instances, outstanding academic improvement for some WAVE students.

The curriculum is the key to The WAVE's success and, when used by these dedicated teachers, was a powerful tool to engage WAVE students in their own learning. There are other factors about the program that also contribute to the program's success: small class sizes, intensive teacher involvement with and support of the WAVE students, and the 70001 training and year long assistance for WAVE teachers. The WAVE teacher training program and on-site assistance deserves commendation both for its demonstrated usefulness and the positive comparisons WAVE teachers made between 70001 teacher training and usual inservice programs.

As would be expected in the start-up of a comprehensive demonstration program, implementation was uneven among sites and among program components within each demonstration site. These observations should not be construed as negative comments about the program, but rather as substantiation of the challenge of implementing an innovative, multi-component program in traditional school settings. The first year is a beginning. The need continues for refining program elements, providing support to WAVE teachers, and developing strategies to institutionalize the program and extend program elements so that they might have a broader impact in schools which have The WAVE.

IEL presents two categories of recommendations for consideration by 70001. The first set derives from an analysis of major suggestions from the demonstration sites themselves (thoughts from WAVE teachers and students, school administrators, and other school staff). These recommendations are filtered through IEL's observations across the WAVE sites, our experience with programs with similar objectives, and our understanding of education reform and change process. The second set of recommendations derive from an analysis of the site

visitors' cross-site observations about the implementation of The WAVE and our identification and projections of generic issues which will affect 70001's next steps in implementation and program institutionalization.

Recommendations Derived from the Demonstration Sites' Suggestions

These recommendations are not all within the purview of 70001 to effect. However, 70001, if it has sufficient national resources, could help focus attention at the sites and provide assistance/guidance in responding to the recommendations. Some of the suggestions are important to consider for first year implementation as The WAVE expands to other sites.

Program Implementation: The level of 70001's technical assistance should be maintained for the second year of The WAVE, if possible. Teachers expressed the need for support for full implementation and expansion of the program to additional grades within their schools. Some teachers stated that, after the first year, they now know the important questions to ask and can define better the assistance they need from the national program.

Without exception, WAVE teachers recommend that 70001 clarify first year expectations for implementation of all components of the program -- the WAVE curriculum, the Career Association, the Advisory Committee, parental involvement, and community linkages. This suggests the need to set some priorities and provide guidance in the first year for laying the groundwork and planning for, for instance, the Career Association and community linkages. The fact that 70001 did modify expectations about start-up in some program components in the first year validates this recommendation from the sites.

Several teachers and school administrators recommended more structure for networking among the program sites. As has been stated, The WAVE operated in most sites in isolation from the regular school program -- physically set apart from the school or in conjunction with other separate programs. Peer contact across the sites for the teachers (and for administrators) could help not only to inform and strengthen the program itself, but also to provide important support for professionals who are doing "something different." 70001 might consider organizing a strong communications network among the sites,using such strategies as conference calls if national resources permit.

There were also recommendations that 70001 help provide more focus on The WAVE as a national program. This will help WAVE teachers and school administrators bring the national aspects of and experiences with The WAVE to the attention of their schools and school

districts. Being part of a national program can help build receptivity to new programs and increase perceptions of their importance in communities. The dissemination of this report, along with the report on student outcomes, can help with efforts to discuss The WAVE in its national context.

70001 teacher training for The WAVE is excellent and absolutely necessary in the first year. However, the majority of WAVE teachers and school administrators suggested that the training should be scheduled to avoid taking teachers out of their schools while schools are in session. Scheduling teaching training before school starts in a new school year and at the winter semester break will diminish possible controversy over resources for substitute teachers and will eliminate disruption of teachers' classes. Having WAVE teachers away for the 70001 program training when schools are not in session may help alleviate any objections to "special" staff development opportunities for The WAVE teachers.

Program Management: WAVE teachers recommended minimizing and streamlining the paper work associated with the program. IEL's observation is that, on a scale of one to ten, the paper work burden is at the lower end of the scale, but it is greater than teachers are used to and is viewed as "one more thing" on top of the demands posed by a new program.

IEL's recommendation is for 70001 to "revisit" the present record keeping and documentation demands to assess if these can be simplified and yet assure collection of priority information. In all likelihood, national program reporting requirements will diminish following the initial demonstration period. However, documentation of student achievements in the program and follow-through assessment of WAVE students' progress should be continued where The WAVE operates. 70001 can help the schools develop and reinforce the need for a workable student information collection system.

IEL recommends that 70001 incorporate substantive assistance in program management into the WAVE teacher training and school year technical assistance. Teachers' need for program management assistance should be addressed by 70001 with school administrators who could and should provide support to WAVE teachers to build their program management capabilities.

The majority of WAVE teachers were very forthright about their need for assistance in managing and delivering multi-component programs. Individual teachers recognized that their skills were not equally strong in all program components and that those components of the

program in which they felt most comfortable were those on which they spent the greatest amount of their time. As would be expected, using The WAVE curriculum was the area of greatest comfort and perceived skill.

WAVE Program Components: WAVE teachers, with few exceptions, expressed feelings ranging from lack of specific skills to basic inadequacy for successfully developing an internal/external advisory committee, linkages with employers and other community groups, the Career Association, and "marketing" the WAVE. Teachers were forthcoming about wanting help. There are WAVE teachers in the demonstration sites for whom the opportunity to develop all the program elements provided an exciting challenge and resulted in feelings of successful implementation. These teachers, however, were the exception. 70001 should anticipate that, as the program expands, there will be more teachers in the hesitant and uncertain category than in the "this is the challenge I've been waiting for" category.

More time in the first session of WAVE teacher training should be spent in determining, in a supportive way, what areas individual WAVE teachers feel uncertain of in their skills and providing development opportunities in these areas, reinforced in a mid-year teacher training session.

To assist in WAVE teacher selection, 70001 should develop, for school districts/schools, a description of the basic steps involved in developing all the program components and an analysis of the experience base or skills/characteristics which are important in terms of facilitating a teacher's implementation of The WAVE. This would not be a job description and list of desired qualifications, but rather, a task analysis of the job based on 70001 analysis and WAVE teacher experiences in the first year of the program. This should help guide teachers who are considering becoming WAVE teachers and schools/ school districts recruitment and selection of WAVE teachers.

70001 might encourage peer mentors among WAVE teachers and help match those with experience and expertise in relevant skills with those who seek assistance. 70001's role would be in dissemination of information among The WAVE teacher network and encouragement of the mentor role with experienced WAVE teachers.

Curriculum and Program Components Support: The first year of use of a newly developed curriculum is, indeed, a phase of curriculum development. Recommendations from WAVE teachers concerning the curriculum throughout the first year were proffered in the spirit of helping 70001 through sharing experiences in use of the curriculum and offering suggestions

to improve a basically good curriculum. Students' responses to the curriculum, as has been stated elsewhere in this report, were positive, but the few less positive assessments point to a need for helping some teachers use the curriculum framework more flexibly when a WAVE class has students with a wide range of academic abilities.

Some teachers, evidently, were not comfortable with or did not understand that the national curriculum is not (and should not be) viewed as being comprehensive for all lessons. Teachers suggested that 70001 expand the suggested activities and add to the curriculum to make it more challenging for some students. Teachers commented on curriculum simplicity, and the fact that there was not enough to do in some of the lesson plans.

IEL recommends that 70001 clarify more explicitly the responsibility of the WAVE teacher to use the curriculum as a framework, and to augment the WAVE curriculum. But, we also suggest some assistance to the teachers (optional activities, etc.) because the majority of those who become WAVE teachers will not have experience with the content of this type of curriculum.

IEL's last recommendation to 70001 about the curriculum is to ignore the suggestions of WAVE teachers and students to cut back or eliminate the writing assignments in the curriculum. Responding to these suggestions would be absolutely counter-productive to the need to build the WAVE students' educational skills. Because the essence of the WAVE curriculum engages the students, it should also be a successful vehicle to engage students in writing. Our recommendation is to meet the writing issue head on in WAVE teacher training and project the writing component of the curriculum as a positive feature in marketing The WAVE to school districts and schools.

WAVE teachers did have some suggestions for augmenting the program. The two mentioned with some frequency were establishing an employment center at each school and initiating a mentoring program for WAVE students among school wide staff. These are excellent suggestions. However, there is only so much a national program can incorporate into basic program design. IEL's recommendation to 70001 is to encourage WAVE host schools to develop mentoring programs for WAVE students and consider establishing employment centers to serve all students in the schools. Follow-through on these recommendations should be from the school or central school district administrators, and not an added responsibility for WAVE teachers. These suggestions, if implemented with The WAVE as the catalyst, could result in very positive public relations for The WAVE and help broaden the involvement of all school staff with WAVE students and the program.

Recommendations Derived from Analysis of IEL's Cross-Site Observations

Program Implementation: When measured against the complexities inherent in the implementation of a multi-component program in a new curricular area, the first year of The WAVE occurred smoothly. WAVE teachers, however, felt somewhat frustrated or inadequate when measuring themselves against what they believed was expected of them. Teachers, themselves, seek clarification of expectations from 70001. IEL recommends, in addition, that realistic first year implementation benchmarks be established and made explicit to school and other involved administrators in a school district. This will remove some of the anxiety from WAVE teachers about assessment of progress by their supervisors and evaluators, and by 70001.

School Administrators should be encouraged to create a problem-solving climate for discussion of program difficulties and areas in which a teacher lacks certain skills and needs assistance. School administrators, and more specifically the school principal, need to anticipate problems and understand what is being demanded in the implementation of The WAVE. Particularly important to many WAVE teachers is the assistance from school and/or central district administration in making contacts with business and other community leaders, and in developing public relations for the program.

New programs, particularly when they are part of a national effort and have some external assistance, can be viewed as "that person's program." This tendency is exacerbated in a school if a program is perceived to be there because of "someone downtown" (central office).

In order to minimize the occurrence of this syndrome and its impact on first-year implementation, IEL suggests that 70001 be very clear with school administrators about expectations for school-wide communication about The WAVE prior to program start-up and during the entire first year, and for assisting The WAVE teacher in her/his communications efforts.

WAVE Teacher Selection and Training: There is little that 70001 can do to impose uniformity on the teacher selection process or criteria for the selection of WAVE teachers. In an ideal situation, recruitment of WAVE teachers would not be limited by certification requirements. However, unless a school district is in a state that allows waivers for certification and the district has the political will to take on the issue, WAVE teachers will come from within the ranks of certified teachers. 70001 might consider urging recruitment efforts that reach throughout a school district and beyond (within the limits of teacher union contracts) with school districts starting the program and where The WAVE is expanding and requires

additional teachers. IEL also recommends that 70001 outline recommended selection procedures and school district use of the program implementation "task analysis" already recommended.

However recruited, those responsible for teacher selection should be extremely knowledgeable about The WAVE and about what will be required of teachers, and should thoughtfully discuss the roles and responsibilities with candidates. It is important for teachers to feel competent in implementing and managing The WAVE. This is a program which puts a teacher in roles and responsibilities with which few have had any real experience, e.g., managing a multi-component program, initiating linkages with the community, establishing an extra-curricular organization, internal and external public relations, addressing institutionalization challenges, etc. There are many among the nation's teaching ranks without specific experience in the above roles but who have or can develop the required skills and feelings of real competency. Some teachers will not and these persons should be helped to screen themselves out.

The 70001 teacher training component is strong and absolutely essential for the program start-up and support to teachers in the first two years. Recommendations for 70001's WAVE teacher training have been discussed in the first analysis of recommendations from the sites. A summary recommendation to 70001 is to incorporate greater anticipation of problems and problem-solving techniques into the first training session and into program assistance during the school year. Experiences of WAVE teachers are a rich resource and it is recommended that 70001 use experienced WAVE teachers, to the extent possible, in WAVE teacher training.

Institutionalization: Crucial issues in program institutionalization were discussed in Section II. of this report. The following are recommendations that 70001 might consider as it tackles the actual issue of institutionalizing The WAVE. These suggestions are intended as practical steps which 70001 can incorporate into its national role with WAVE sites.

Internal School Communications: Support for a demonstration program and understanding of how it is related to a school and an individual's role within a school begins with effective communications which anticipate what kind of information is needed and how it should be presented. It is recommended that 70001 develop guidelines for a communications strategy and model materials for use by the principal, and/or other appropriate school administrators and WAVE teachers. The strategy should emphasize the importance of initial and continuous communications about the program and the model materials should be designed to help schools to anticipate concerns and resistance to new programs, and to create support for The WAVE in the context of the overall mission of a school. A communications framework should suggest

school-wide activities and special activities with staff in various roles to assure understanding of The WAVE, current knowledge about the program's implementation and student achievements.

School staff and principals need to develop a sense of "ownership" of The WAVE. A continuing communications program initiated and supported by a principal sends a strong message. The principal's role in communication about The WAVE should be addressed in informative material for use with schools considering starting The WAVE and reinforced with principals where the WAVE is operating.

The WAVE teacher(s) is a key to effective program communications but this role should be defined within the framework of a subactivity to school strategy and administrators' responsibilities. WAVE teachers, especially, can communicate to their peers informally about what they are doing, the programs effect on WAVE students, and how The WAVE curriculum and teaching methodologies relate to teaching in general, and the needs of the majority of high school students. However, informal communications, alone, are not sufficient. But, more formal communications activities which require putting oneself in a highly visible position among peers and supervisors is not comfortable for many teachers, and this appeared to be true for the majority of WAVE teachers. We recommend that 70001 incorporate into the WAVE teacher training some assistance in developing formal and informal communication skills. Formal approaches and methods might include making presentations at faculty and parent group meetings, inviting school staff to observe WAVE classes, and, ultimately, designing and teaching staff development programs.

External Program Support: Developing a broad base of support for and ownership of new programs is important for institutionalization. WAVE teachers, with few exceptions, were hesitant about their ability to connect with business and community organizations. The cross-sector Advisory Committee envisioned for The WAVE, except for one demonstration school, existed only where The WAVE was connected with a program that had such a committee in place, i.e., Cities in Schools, JTPA Programs, Futures Program in Baltimore. Involving the external community with The WAVE is important not only for program guidance and developing internships and employment placements for WAVE students, but also for assuring an informed base of support in a community.

This is an area in which WAVE teachers need assistance in developing outreach strategies and working with their school administrators in defining the teacher's role in relationship to district or school administrators' responsibilities. IEL recommends that 70001 increase

attention in the WAVE teacher training and provide technical assistance on building community linkages.

Broadening School Involvement with The WAVE: Ultimately, successful institutionalization occurs when a "critical mass" feels ownership of a new program, or a change introduced into an organization. We did not, nor did we expect to find this after one year for The WAVE, or for any demonstration program. However, now is the time for 70001 to consider some strategies which will help meet the school ownership objective. These suggestions are dependent on a solid base of knowledge and understanding about The WAVE developed from an effective communications strategy.

Establishing a mentor program for WAVE students which was discussed earlier among these recommendations, could be a very effective strategy involving school staff. 70001 might consider urging a mentor program and developing a national model mentoring program consistent with The WAVE program objectives.

In addition, 70001 might encourage principals to work with WAVE teachers to define what kind of assistance from school staff will strengthen the program and complement The WAVE teacher's skills. If a teacher or other member of a school's staff volunteers his/her assistance on the basis of recognized expertise or skills, he/she is likely to develop a personal stake in the success and continuation of the program.

WAVE students could benefit from a peer tutoring program, as could the students acting as tutors. 70001 might incorporate a peer-tutoring program into suggestions to schools about strategies which will augment support for The WAVE, and help meet objectives for WAVE students. Increased connections between WAVE students and other students in a school are important for helping WAVE students overcome their isolation and "loner" tendencies, and for helping other students to perceive the program as an integral part of the overall school program. Students as well as staff are important in gaining acceptance of new programs in schools.

V. SUMMARIES OF SITE VISITS

ALPENA HIGH SCHOOL
Alpena, Michigan

General Characteristics

Alpena typifies many of the challenges inherent in implementing and institutionalizing non-traditional programs and creating broader, systemic impact from demonstration programs within a very traditional context. The need for the program is very pronounced, as evidenced by a school-wide task force on at-risk students in the 1988-89 school year. The school is basically traditional, many among the faculty are comfortable with the status quo, and the implementation of real change comes with some difficulty. AT the time of the site visit, The WAVE was scheduled to continue for a second year with the present teacher. Only elective credit was given for WAVE classes, which was considered a draw-back. Combining WAVE with English classes in 1990-91, however, will allow awarding academic credit and will allow students to stay in The WAVE. AT the time of the site visit, The WAVE was scheduled to continue with resources provided by state funds, possibly a private grant, and some general revenue, although the school principal did not feel he could say conclusively that the program would continue.

The WAVE Teacher

The WAVE teacher at Alpena is an enthusiastic advocate for The WAVE and for her students. This program has given her the opportunity to expand the traditional academic role of the teacher to include personal support to the student and concern for the totality of students' lives, a role she gravitates towards naturally. She feels that she has generally connected well with her students' other teachers, but that there is little understanding of The WAVE among most other teachers, nor interest in pursuing its relevance to a broader population. This teacher made a choice to focus on the personal needs of her students first and did not launch a career association in the first year of The WAVE, but she did create two opportunities for the students for activities in the community and a field trip.

WAVE Students

[Note: Alpena High School deliberately recruited the most at-risk and troubled students for the program.] The WAVE students have made significant behavioral and academic progress. There has been only one withdrawal from school, no withdrawals just from the program and

attendance has measurably improved among the students. Students like WAVE classes because they are different from regular school, and their teacher is really interested in them. They liked the visits to the community and would like to "get out" more. They feel that the curriculum is too easy and some express the feeling that the teacher checks up on them too much. However, it is important to remember that these comments are made by students who have been basically ignored except when they cause trouble. By the end of the year, students had developed a very protective feeling about their WAVE classes and wanted to keep them small.

Administrators

The principal is very supportive and is committed to programs to meet the needs of at-risk students. He feels the teacher is the important variable, along with small classes. He is also very partial to the training provided by 70001 and particularly the opportunity this provides for the teacher to get out of town and have new experiences. Assistant principals interviewed also expressed very positive comments about the program, and feel many more students could benefit. In addition, The Director of Secondary Education was also interviewed for this evaluation. She was very pleased at the end of the first year of The WAVE. She initiated the proposal which brought The WAVE to Alpena, and felt a vested interest in its success. She reinforced the teacher's feeling that a career association should not be attempted until the second year because the students need the first year to develop a sense of self and trust within the group.

Other Teachers/School Staff: Counselors

The evaluator met with counselors only. One teacher scheduled for an interview was out of school on jury duty this day and no other teacher interviews had been scheduled)

Counselors felt that this was a "mysterious" program, and that they knew little about it at the beginning. They were not part of the selection process, an omission they resented considerably. They seem to have a rudimentary knowledge of the program's goals and objectives. They do see improved attendance and academic performance among WAVE students as positive results. They feel that the program's strength lies in the WAVE teacher's ability to work with this population of students. Counselors felt that the components of the program were a minimal factor in its overall impact on students. The major program "variable" was the schedule of the teacher which provides a lot of time to connect with parents and work on behalf of the kids.

EAST CENTRAL HIGH SCHOOL
Tulsa, Oklahoma

General Characteristics

The most striking factor about the site visit to East Central High School was the inconsistent responses to The WAVE from different groups in the site visit evaluation. The assistant principal who is responsible for its implementation and oversight is very supportive of the program but faces a struggle against a conservative administration entrenched in tradition. Lack of clear communication about the nature of The WAVE and a circumvention of true traditional scheduling function of the counselor, and problems of identity (The WAVE is perceived as a special education program by many because the WAVE teacher is a special education teacher, and the program is in the special education wing of the school), and a relatively weak teacher are at the root of many difficulties.

The WAVE Teacher

The WAVE teacher is without a doubt dedicated, committed, and enthusiastic. She feels much more comfortable with the one-on-one, relational aspects, and has not felt well-equipped in areas of class-room management. In all fairness to the teacher, she was assigned some rather difficult students by counselors who perceived The WAVE as a dumping ground for discipline problems.

Another great area of discrepancy is between the teacher's assessment of student progress and the assessment provided by other teachers. The WAVE teacher claims that the students have improved in all areas. The non-WAVE teachers admit that there has been improvement in attendance, but that progress stops there. They see no academic improvement in their classes and are suspicious of the WAVE teacher's claims to high grades (yet another element in the tension arising from The WAVE's presence at the school). No new teacher was recruited for The WAVE at East Central High School, and the current teacher was the only one who volunteered.

WAVE Students

The students said they liked the relational aspects of the program and appreciate that their teacher takes special interest in what they do. They feel she cares, and that is important to

them. They also like the speakers who come to the school. They did not like having new students admitted to the program in the middle of the year: they were "dumped," and were different, with different problems and different attitudes (these newer students were taken out of the room with the teacher for this discussion). There were few comments about the curriculum, and some confusion about the Career Association. They knew that the WAVE association had elected officers, but they did not know who these were supposed to be.

The Administrator

The assistant principal is very supportive of The WAVE, but she is working within a very traditional context and any change is met with resistance. She recognizes the problems the teacher is having, although she is not quite sure what to do, and would like to explore some possibilities of providing additional support (a team-teaching situation, with a teacher who has complementary skills). The administrator has tried to offer wider programs of awareness to the school staff on at-risk students, but has been met with resistance. At East Central High School, anything connected with drop-outs or at-risk students is still considered to be second rate.

Other Teachers/School Staff

Most teachers interviewed during the site visit had very little understanding of the nature of The WAVE and even less respect for the program including students, teachers, and activities. Because there is no extra money, the teacher's release time for WAVE classes overloads other classes. This and the fact that the WAVE teacher does the scheduling (the only teacher involved in scheduling) created considerable animosity an resentment. Teachers also wonder why the students are failing all their other classes except for The WAVE. Teachers also see WAVE classes as an excuse for students to do anything they want to do, and comment about the inadequate discipline in the classes.

FRAYSER HIGH SCHOOL
Memphis, Tennessee

General Characteristics

The WAVE program at Frayser High School benefits from a very energetic principal and an extremely dynamic teacher. Their personal vitality as well as their professional abilities contribute to the visible popularity of the WAVE among staff, students, and administrators.

The WAVE Teacher

This teacher is another strong and energetic WAVE teacher who has been able to systematically implement many of the programmatic components of The WAVE at Frayser High School. The WAVE was considered a success and, at the time of this evaluation, had already received notification of renewed funding for the 1990-1991 school year.

This teacher felt most competent in areas of curriculum and instruction, and felt that the public relations aspects of her job were the weakest. She felt that additional training in community and public relations would be of benefit to future WAVE teachers. This teacher was able to get off to a fresh start at Frayser High School because she was recruited to be a WAVE teacher. Her energy has been most appreciated in the efforts she put into the Career Association. Students spoke enthusiastically about the activities, and the teacher spent considerable time planning outside trips.

WAVE Students

Students at Frayser believe that The WAVE has helped them. They especially liked goal setting and career awareness activities, and the fact that The WAVE acknowledged that attitude and personality were important. They think that the instructional materials are too easy, and that they are too smart for the materials. They like their teacher because they feel that they can talk about anything with her.

Administrator

The principal is an energetic individual who is passionately committed to seeing his students succeed. He feels that the teacher has done an excellent job with the students. The reception to The WAVE is so positive that they are making plans to increase the program next year; there

will be two sections of WAVE I, and two sections of WAVE II. The teacher will "graduate" with her students and a new teacher will teach WAVE I. The principal believes very strongly in the concept of The WAVE (especially the emphasis on self-esteem and achievement) and he feels that it is important for all the school staff to be aware of program activities/components. He is planning a school-wide staff development program for the fall that will incorporate many WAVE elements. Additionally, he would like to involve the WAVE teacher in this staff development event. The principal, himself, played a strong part in the placement of WAVE students. He worked with the assistant principal, school guidance counselors and parents to identify prospective students for the program's first year. He feels that their choices were right in light of the visible progress that WAVE students have made.

Other Teachers/School Staff

Teachers interviewed for this evaluation who had WAVE students in their classes felt that these students had shown a fairly substantial change of attitude during the course of the year, and that this has translated into improved academic performance.

The program in Frayser High School does not seem yet to have the school-wide support demonstrated at Greece Olympia High School, but reception to the program is so positive that there is little resistance. Teachers additionally believe that now that the program has had its "dry-run," it will enjoy greater school-wide support next year. This, in part, comes from the changes seen in students.

GRAFTON HIGH SCHOOL

Grafton, West Virginia

General Characteristics

WAVE students at Grafton High School have made significant progress: the dropout rate is lower than for other similar Grafton students; the grade point averages (GPAs) of WAVE students have risen by almost one-half point, and school attendance has improved dramatically. But despite these apparent successes, The WAVE at Grafton High School is not perceived as a success. The biggest problem, according to student interviews, is its image. All WAVE classes are taught in a drab, two-room, make-shift building away from the main school building. This physical isolation underscores the programmatic weaknesses, the poor public image of the WAVE teacher, and communication problems among school administration, the WAVE teacher, and other teachers. The program is scheduled to continue for a second year, due to the energetic efforts of a principal who feels very strongly that The WAVE meets a critical need at his school, but renewing the program is happening almost in spite of, not due to, the program's first year. The WAVE is essentially the domain of the WAVE teacher and the school principal, with little outreach to the rest of the school community.

The WAVE Teacher

The WAVE teacher was selected personally by the school principal in part because the teacher's background seemed to correspond to necessary criteria: he has a counseling background, worked as county truant officer, and taught adult basic education in evening classes. But, the teacher has not proved a strong internal advocate for the program. He has spent little time pursuing the extracurricular activities of The WAVE and what little external program marketing takes place is due to the efforts of the principal. However, he is personally deeply committed to working with at-risk students and will continue with the program for the second year.

WAVE Students

In the opinion of WAVE students, the separate and unattractive location of this program is a considerable disadvantage. They also feel that they should have been taken on more field trips and visits to the community but attribute the problem to school budget cuts. When asked what could be improved upon, comments included more field trips and better movies.

The Administrator

WAVE at Grafton High School is essentially the result of the principal's efforts. When he learned about the program, he was very enthusiastic and felt it would meet the needs of many of his students. He is quite aware of the programmatic shortcomings of the program in his school, and attributes these to lack of teacher emphasis on extracurricular activities. The program received funding from an outside foundation which gave every indication of renewing its contributions, and they were already making plans for the following year.

Other Teachers/School Staff

Non-WAVE teachers at Grafton feel that this program is the exclusive property of the principal and the teacher, that they are not involved, and that The WAVE is just another fad. They do not feel that they are kept informed of program activities. Their reaction indicates the need for future internal communication about the nature of The WAVE and its benefit for at-risk students.

GREECE OLYMPIA HIGH SCHOOL

Rochester, New York

General Characteristics

The WAVE program enrollment at Greece Olympia High School is made up of 14 tenth grade students. These students were selected at the end of ninth grade for participation in The WAVE. The advantages of this selection process are that students were known to the teacher and the school administration, and students with problems which would have made it impossible to achieve objectives (severe behavioral problems, special education needs, for example) were not included in the WAVE population.

The WAVE at Greece Olympia is characterized by the presence of very strong factors which could serve as models for future WAVE sites: Consensus about the importance of meeting the needs of at-risk students; a broad base of support for The WAVE program as a means to meet these needs; open communication between the WAVE teacher and other school staff; a very strong, talented, and flexible teacher; and a selection process that ensures success among participants.

At the time of the site visit, renewed funding for The WAVE at Greece Olympia was still uncertain although the teacher and the vice-principal were assuming that the program would be continued. Funding would come from special funding sources, not general revenue operating funds.

The WAVE Teacher

The WAVE teacher has been teaching for almost thirty years. Her background is in reading and remedial work, and she is well liked and respected by her colleagues, students, and administrators. She is a consummate diplomat, and considers intra-school public relations and team- building as a critical aspect of her job.

She is undaunted by the complex demands of The WAVE, and feels that she is constrained only by time and resources. She feels that she could benefit from courses in community outreach and fundraising, but lack of knowledge has not stopped her from implementing at least some of each major programmatic area of The WAVE.

Her areas of strength are her ability to build rapport with her students and her ability to empathize with them. She identifies fundraising and insufficient knowledge of career education as her weaknesses.

The teacher also benefits from a full-time aide, given to all remedial teachers. She was recruited from within the school, and teaches non-WAVE classes.

WAVE Students

This small group has become very tight, commenting on friendship and support of peers as some of the most important parts of The WAVE. They admit that their attendance has improved. They feel that their grades have improved and this gives them a strong sense of self-confidence (two students made the honor roll, so their academic improvements are consistent). They enjoy The WAVE so much that they have become promoters of the program among ninth graders.

The Administrator

The vice-principal supports The WAVE wholeheartedly and believes that the program fills important gaps in the school's program: The WAVE has provided systematic mentoring relationships between teacher and student and it has provided the opportunity to pay attention to areas that have not adequately been addressed in other courses (leadership development of students, goal setting, communicating with adults, expressing anger). This administrator feels that all students could benefit from the program.

The vice-principal feels that the WAVE teacher already serves as an informal model for working with at-risk students to other teachers although the "method" is not yet well-established, and a more formal approach to working with other teachers is an objective for the second year.

Changes for the 1990-91 school year would include having as many WAVE classes as possible, "cloning" the current teacher, and freeing the teacher from her non-WAVE assignments.

Other Teachers/School Staff

The WAVE is well perceived and well-respected by other teachers and staff at Greece Olympia High School. Teachers see behavioral and academic changes in WAVE students they teach and

feel that participating students have made significant progress in thinking about their lives (setting goals, dealing with anger, improved attendance, and a sense of cohesiveness and unity were cited as specific examples).

LINCOLN AND BUNCHE CAREER CENTERS:
Jefferson Parish, Louisiana

General Characteristics

The WAVE in Jefferson Parish is an element of the REAL (Realizing Education Achievement for Life) Program that is designed to "provide instruction at the appropriate developmental level for students who have demonstrated their inability to meet competencies established by the Louisiana State Department of Education." Students are at least two years below appropriate grade-level and generally possess a low level of basic skills. They exhibit characteristics associated with at-risk students, including a high drop-out rate, poor attendance, and behavior problems. Most are low income with deficient levels of parent support. Additionally, all WAVE students are JTPA eligible, and JTPA funds WAVE at these two sites. Under the REAL program, students receive a GED instead of a regular high school diploma. Students take three hours per day of instruction at their home-based high school and three hours vocational training at the career centers. WAVE courses substitute for one hour of vocational training, and students receive no credit for participating in The WAVE courses.

Students come to these career centers from many locations throughout the Parish, and are dependent on scheduled buses for transportation. Many need to return to their home schools for their academic courses. Consequently, extracurricular activities are extremely limited. In these contexts, WAVE is being perceived as a curriculum rather than a comprehensive program. Whether the WAVE curriculum delivered as "another course" will have the same impact on students as the more comprehensive program is an important research question. Both schools are described together, with any significant distinctions between sites noted in the narrative.

The WAVE Teachers

The WAVE teachers brought different strengths to the program.[1] The teacher at Lincoln moved easily within the community dealing with parents and community resources; the Bunche teacher was more comfortable in her classroom role and is working hard at cultivating the broader aspects of her new position. Both had earned the respect of their students as patient, responsive, and caring people. The Bunche teacher commented that the JTPA affiliation is a stigma for WAVE students because they know that it is a measure of economic disadvantage. Both teachers express frustration with the difficulty in scheduling extra-curricular, career-

association activities, and have tried to work around these problems. When efforts have succeeded, they perceive these events to be productive and beneficial to the overall success of the program.

WAVE Students

Students at both sites liked the WAVE classes, and expressed an understanding of the program's relevance to their later success in life. Participation in WAVE classes was a "briar patch" experience for many of them: Every day they complained about having to go, but when they arrived, they liked their classes and they liked their teachers. Vocational training instructors felt that there should be some better way to integrate The WAVE into the overall program of the school to avoid the scheduling disruption, but were not sure how to do it, and students commented on the conflict between WAVE classes and their other classes. They resented missing some of their vocational classes, because of the implications for losing out on job opportunities.

Administrators

Principals at both sites were very supportive of The WAVE and of their teachers' efforts, and see the value in The WAVE for a broader group of students. They both commented on improvements in student behavior, especially improved attitudes and more acceptable conduct. Principals at both schools play an active role in supporting The WAVE within their own schools.

Other Teachers/School Staff

The teachers at both sites were generally supportive of The WAVE. Their orientation to the program had been primarily informal, although presentations were made at faculty meetings. Most teachers described the program in terms of job-related issues and spoke less of the self-esteem and personal development aspects of the program. Teachers were concerned about the loss of class time, echoing similar statements made by students, and would prefer some other scheduling mechanism. However, most teachers at both sites recognized the value of the program, had strong respect for the WAVE teachers and their ability to communicate with their students, and would like to see the program continue because of the contributions it has already made. A few teachers felt that it would be valuable for all of the other students at the career centers whether or not they were involved in the REAL Program. According to the

school system administrator for REAL, WAVE, and related programs, the scheduling structure led other teachers to question how WAVE teachers were using their time. "They do not see WAVE teachers as doing much." This response is not surprising, since teachers tend to equate time spent in class with work. They have difficulty accepting the broader role of teacher as mentor, link to parent, and coordinator of other services. WAVE teachers over time seem to have addressed this issue by communicating with their colleagues about students, and devoting time to the development of other activities.

MOUNTAIN HIGH SCHOOL
Kaysville, Utah

General Characteristics

Mountain High School is an alternative high school initially developed to serve as a temporary haven for students in danger of dropping out of school. The temporary nature of the school extended to its structural components: four trailers set up on the periphery of an established high school. The new administrator, however, in response to the success of the school, is now attempting to make Mountain High a permanent part of the Davis County School District.

Mountain High represents yet another application of The WAVE: As an alternative school, students already benefit from small classrooms and focused attention from their homeroom teachers. WAVE is used primarily as a curriculum resource at Mountain High, and in this context is found to be very helpful by the homeroom teachers. It provides structure and focus to the homeroom period. The lessons on self-esteem, goal setting, and career-related activities were especially helpful. Career Association activities are limited. There are no extra-curricular activities at Mountain High, and although the teachers attempted to involve students in the community (field trips to work-sites, cultural events), they worked very hard to ward off any perceptions of "favoritism" that membership in a special club might engender. Mountain High was also the only site where The WAVE was implemented in all four grades.

The teaching and administrative staff worked very hard to make The WAVE a success and, from the site interviews, it was apparent that the components of the program that had been implemented at Mountain High were very effective. It is unfortunate that funding constraints preclude a second year. An additional year would have been very helpful in assessing the broad potential for The WAVE to be included in a variety of institutional settings. Many of the core WAVE elements were already in place, notably small classes, and caring teachers.

The Wave Teachers

At Mountain High, there were four WAVE teachers and three were present for the evaluation. When asked about the overall effect of The WAVE on students' performance, they felt it was hard to say. The students at Mountain High all come from failing situations. It is hard to separate their involvement in The WAVE from their involvement in other programs or the other factors that are unique to this school (small classes, notably). Because not all the

teachers were able to go to training sessions, there was a feeling that some of them had missed out on learning and networking opportunities. The positive side of multiple WAVE teachers, however, is that there were several WAVE teachers on site with whom they can share experiences and serve as a support group for themselves. The teachers were liked by their students. Two were "adored", and considered "second moms."

WAVE Students

When asked what they liked most about the program, students said the field trips. This was a rare treat for them in a school where there were no extracurricular activities. They also enjoyed the LETS (students from this group had the strongest positive statements about LETS). They were very articulate in expressing approval for these programs, and talked about how they could draw parallels to their own lives (part of this was the ability of teachers in skillfully processing their LETS experiences - unique to Mountain High). Setting goals, dealing with stress, and handling depression were specific lessons that the students appreciated.

Perhaps because these students knew that Mountain High was their "last chance" to make something good out of their lives, they expressed an appreciation for the education they were getting and the determination to make something good out of their lives. They made very clear distinctions between their experiences at other high schools (anonymity, second-class citizen status), and Mountain, where their teachers knew them, where their friends cared about them, and where everyone expected that they would do well.

Administrators

Both the Assistant Director and the Director are wholeheartedly committed to creating successful experiences for at-risk students. They worked very hard to integrate The WAVE into the particular structure of their school and, despite the onerous record-keeping required by four WAVE classes, wanted to provide their students with the best resources possible. This work prompted questions about finances: Why were they paying 70001 so much money when they were the ones doing all the work? They also expressed concern for what they would get for their efforts: If funding was not renewed, would they still be able to get the curriculum, as a reward for efforts they put into record-keeping and curriculum evaluation?

Non-WAVE teachers were not interviewed because of time constraints. The Assistant Director, however, commented on the dynamics of The WAVE and non-WAVE teachers. She said that, even though all teachers at the school were invited to participate, those who did not tended

to be critical of the program. They see the perks and not the assets, and the administrator did not feel that they were as supportive as they could be. She felt, however, that any resistance to The WAVE comes from resistance to change in general. Change requires teachers to go outside their comfort zones, and this is not an easy situation for anyone.

NORTHERN HIGH SCHOOL

Baltimore, Maryland

General Characteristics

Northern High School is one of the sites where The WAVE is a "program within a program", closely affiliated with the Baltimore City Schools Futures Program (a partnership between the Office of Employment Development and the Baltimore City Schools) and "turf" struggles are the most salient feature of this site. Teacher, principal, and administrator feel that the WAVE curriculum has filled major gaps in the Futures program, and WAVE has benefitted from the administrative support provided by its association with the Futures program. However, school staff and The WAVE teacher feel they have to walk a fine line because individuals with vested interests in the Futures program have appeared a bit threatened by the amount of enthusiasm for The WAVE, thereby causing tension with the Office of Employment Development, the chief funding source of The WAVE. At the time of this evaluation, "diplomatic" efforts appear to have been successful, and the program administrator is working hard to develop a partnership between the two programs. The situation at Northern High School continues to inform the discussion about The WAVE's affiliation with other programs. As The WAVE expands, more thought needs to be given as to how it fits in with other larger, well-established programs: how will it fit into policies of larger bureaucracies, what communication processes need to be established, who has final authority?

Another question, well articulated by the Office of Employment Development, inquired what they were getting for the money they invested. The specific question was, "Do we purchase the curriculum, or is it an endless lease?"

Questions of turf and curriculum were the salient issues from Northern High School. The site visit indicated a dedicated and well-liked teacher, a program that was well respected by other members of the school community, and supportive administration. Students enjoyed the program, and felt that they had made progress academically and behaviorally, and their progress was noted by other teachers as well. No significant inconsistencies emerged that place this site at odds with other demonstration sites.

PADUCAH TILGHMAN HIGH SCHOOL
Paducah, Kentucky

General Characteristics

At the time of the site visit, Paducah Tilghman was the only site definitely not being funded for the 1990-91 school year. Sources ranging from the school district itself to community foundations and corporations were approached but with little success. This was viewed by the principal as inevitable in a period of budget restrictions and, in her opinion, did not reflect negatively on the program. Since The WAVE was one of the most recent programmatic additions to the school it was, inevitably, one of the first to be cut. Neither the teacher nor the principal (who was new) are strong marketers.

It is unfortunate that both the principal and the WAVE teacher did not have the marketing and public relations skills needed to promote The WAVE within the school, as well as to homes and to the community. These were not the strengths of the teacher, who has a reputation for outstanding skills in managing at-risk students, nor the principal, still new and unsure of her standing with the school board and the community.

The size of the school, the interest of a committed group of teachers, a significant number of students that could benefit from the program, and a dedicated teacher that was well-respected and liked by all students could have made this program an effective and integral part of the system. But a one-year commitment is not sufficient time for a program to become integrated and to convince people of its worth. At the very least, school districts should be required to make a two-year commitment to The WAVE before implementing it in a school.

The WAVE Teacher

The WAVE teacher is liked by his colleagues, and is well-respected and appreciated by his students. He was viewed by all those interviewed to have been the best choice for the job. He considers his chief strengths to lie in his ability to relate to his students, and his weaknesses in his inability to approach and work with community organizations. He feels that he did not do a good job in "selling" the program to the public because of lack of skills in this area. He also feels that he could have benefitted from additional development in parental outreach activities. This teacher was, in fact, outstanding in his ability to work with students. It is unfortunate that he should feel guilty because he did not succeed in areas which were not his

strengths. In the future, when outstanding teachers are selected who do not have the public relations skills necessary, it might be helpful to share these tasks with a parent, volunteer, or other school administrator, and let the teacher do what he/she does best.

WAVE Students

Students could not say enough good things about their teacher: He was different from others; he never raised his voice; he treated them with dignity and respect; he was there to help them succeed, not fail. The program was liked by WAVE and non-WAVE students. After seeing special activities of WAVE classes, other students wanted to get involved.

Students felt that they had made the most progress in the following areas: improved self-confidence, improved overall attitude, a chance to understand themselves, better job interview skills, and improved ability to communicate.

Administrator

Notwithstanding the lack of funding for a second year, the principal spoke very highly of the program and its overall effects on students. She did express some concern with the academic level of the WAVE curriculum, however, and feels that it is not challenging or interesting enough. She also added (a statement that was shared by every administrator and every teacher at every site) that the amount of paperwork was excessive and should be streamlined. She recommended that 70001 provide technical assistance to schools on how best to collect data for the program, and/or include a teacher's aide to help with the work. She was enthusiastic and supportive of the program's attention to students' personal lives and to improving attitudes. She considers this very important in working with at-risk students and that these components are missing from other programs (for example, JTPA).

Other Teachers/School Staff

Several teachers had been members of a committee to develop a school-wide program to focus on the needs of at-risk students prior to the implementation of The WAVE, and therefore maintained their interest and their involvement. They did not feel, however, that active attempts were made to draw them in more closely although they had expressed a desire for further involvement.

Two teachers were interviewed who had WAVE students in their classes. They have seen improvement in many of the students after the first year, in particular in attendance and in attitudes toward school. Some teachers admitted that, at the beginning of the year, they thought that this was a program for problem students but their perception has since changed. Non-WAVE teachers echo the outstanding comments of students of students and the principal about the teacher.

PALM BEACH LAKES HIGH SCHOOL
West Palm Beach, Florida

General Characteristics

At Palm Beach Lakes High School, The WAVE is one of three Cities in Schools units, which are located in a separate wing of the school with an office and several classrooms for the Cities in Schools programs own use. The WAVE is so well integrated with the Cities program that it is occasionally confusing for some people (including counselors and non-WAVE teachers) to distinguish between the two programs. Although not always so beneficial at other sites, close affiliations with a well-established program has been very beneficial for WAVE at this site. In part because of the strength of the Cities program, and in part because of the energetic efforts of the teacher, The WAVE is a well-respected program and, at the time of the site visit, indications were that the program will be funded for another year.

The WAVE Teacher

The WAVE teacher at Palm Beach Lakes High School works well with other Cities in Schools teachers (her closest colleagues) and has been able to develop a spirit of teamwork and cooperation which reflects favorably on The WAVE. She is independent and energetic and deals effectively with administrators, other teachers, and students. She has made progress in implementing all areas of WAVE - much of this made possible by the close affiliation with an active and broad-based program -- and feels she has the administrative support that she needs. Unlike most WAVE teachers, she benefits from a teacher's aide, through the Cities program.

WAVE Students

Students interviewed for this evaluation on the whole enjoyed being a part of the program and felt that they had benefitted, but they were sometimes embarrassed because other students and teachers occasionally identified them as failures or drop-outs. They enjoyed the weekly progress reports provided them by their teacher because they felt that they knew, on a week-to-week basis, how they were doing. The only negative comment was about the deeply personal nature of some of the questions in the lessons. They felt that the class was an easy credit, and that the WAVE notebook was boring. All students interviewed would want to return for a second year.

Administrators

Key administrators involved with the program were supportive and complimentary, with positive statements about student progress and teacher performance. They perceive that The WAVE has provided students with a "group home," helping them with their feelings of isolation. They can also see improvement in self-esteem and overall attitude. There is a very strong feeling that the technical assistance provided by 70001 should continue beyond the first year.

Other Teachers/School Staff

Attitude and some grade improvement were areas of progress noted by most teachers. Counselors and teachers note that, after participating in WAVE, students have become more

independent, mature, and productive. However, when asked if they referred to Cities in Schools or to The WAVE, other staff could not always distinguish between the two and viewed them as one program and with the same goals and objectives.

PROSPECT HEIGHTS
Brooklyn, New York

General Characteristics

Prospect Heights is a large urban school and it is difficult to assess the impact of one program in such an environment. The principal and students were very pleased with The WAVE and the teacher indicated that she would continue if the program were to be funded. The teacher has little administrative support and feels restricted in what she is able to do. She was recruited internally for the position and has other responsibilities at the school.

The WAVE Teacher

The WAVE teacher found the 70001 training to be most helpful to her work with the students. However, what she feels the need for most is a network with other New York City WAVE teachers at non-demonstration sites. The New York City school district is unique in its size and she believes that there is a need for a formal network to meet once a month with other New York WAVE teachers for support and exchange of ideas. She would like additional training in how to solicit jobs for her students and how to develop partnerships with businesses. She would also like to see some training in how to help resolve conflicts between students and parents. She could also benefit from administrative help.

WAVE Students

Students enjoyed their WAVE classes and shared comments similar to those of students at other sites: They appreciated the fact that their teacher cared for them, they liked the small classes, and they enjoyed the experiences outside the school.

Administrators

The principal is a strong supporter of The WAVE and attributes its success to two factors: It is flexible and enjoyable. If he had his way, he would run a program for all ninth graders on life skills which would be taken directly from the curriculum. He would like to see The WAVE's elements integrated into other classes, but sees his main problem in accomplishing this in converting other teachers. He would like to see a year-round program so that the

momentum and cohesiveness developed among the WAVE students would not be interrupted during the year. This principal also stated that the national network was important for him as a principal as well as for the students.

SCOTT HIGH SCHOOL

Huntsville, Tennessee

General Characteristics

Scott High School is a JTPA affiliate school in Scott county, Tennessee, a rural area where over two thirds of the residents over 25 years of age did not finish high school and where many of the families are third generation welfare recipients. Affiliation with JTPA did not seem to present any difficulties to the teacher or the administrators, and actually provides financial incentives to students to stay in school. At the time of the site visit, funding for the next year was uncertain, although there was strong feeling that the school should assume some of the financial responsibility for the program. The manager of Scott County Private Industry Council, a financial contributor to the program, feels that the strength of The WAVE at Scott High School is that students are able to meet every day for an hour with a teacher who cares about them, who stresses staying in school, and who is there to support and encourage them. The emphasis on life skills is very important. There is a problem similar to one in the Grafton, West Virginia site. WAVE classes are held in a trailer behind the school, which creates a "second-cousin" perception of the program in the rest of the school

The WAVE Teacher

The WAVE teacher comes from a reading background, and did not feel well-prepared to become a "program administrator." The programmatic responsibilities of the job have been the most difficult for her to manage, and additional training in this area would be of considerable benefit. Her strengths lie in her ability to care for and encourage her students, and it was difficult for her to assume extra responsibilities. However, both the principal and the assistant principal are very pleased with the progress the teacher has made. Increased involvement with the business community is a teacher goal for next year.

Other Teachers/School Staff

Counselors, teachers, and administrators had high praise for The WAVE. Counselors indicated that they saw improvement in attendance, and a decline in teen pregnancies. The feeling at the school is that The WAVE should be continued.

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